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The Air Line Pilot

JULY, 1958

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- Special IFALPA Section

The Air Line Pilot

JULY, 1958

Vol. 27, No. 7

Entered as Second Class Matter at the Post Office at Chicago, Ill.

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ED MODES, Editor — AL LEACH, Asst. Editor

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Published Monthly by the Air Line Pilots Association, International, Affiliated with A. F. of L.-C.I.O. Publication offices: 55th Street and Cicero Avenue, Chicago, 38, Illinois.

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Opinions expressed by individual authors in The Air Line Pilot do not necessarily represent official ALPA opinion, unless specifically so stated, and therefore should not be construed as such.

Annual Subscription, $2.50.

On the Cover

The World's busiest airport . . . That the title Chicago Midway airport holds is well verified by the low aerial photograph made by Midway's famous official photographer, Mike Rotunno, from a helicopter at a time when a host of airliners were at the gates.

It appears there would be no space for another aircraft to be parked here near the Terminal Building but one sharp eyed observer found seven empty hardstands if more planes arrived.

The cover picture aptly points up the congestion at many of today's airports in metropolitan areas—all are crowded, some to such an extent that arrival and takeoff times fall far behind schedule. This congestion costs much time and money, but with present airport facilities there is no immediate solution to the problem—air traffic has just increased too fast.

Earnest effort is being made by the federal government and the local governments to expand airport facilities, and the Airways Modernization Board headed by Gen. Quesada has accelerated its planning to move faster on airport expansion. Too, the new federal Aviation Agency legislation in Congress provides for better airport improvement.

However, the big question is: Can the nation's airports be ready for the jet age just around the corner?

In many instances, the answer is obviously "NO." Hence, the big jets will be limited in their operations for possibly several years before terminals, runways, lighting and the myriad other handicaps to high speed, high density operations can be overcome.

The hustle-bustle of Midway Airport is evident in this picture. The general public more and more is taking to the air despite the congestion at the airport. Their insistence on getting places faster is more and more making clear that the "bottleneck," of inadequate airport facilities must be broken.

Members of EAL Presidential Emergency Board Who Compiled Report. (L. to R.) Dudley E. Whiting, David L. Cole, Saul Wallen.

LETTER OF TRANSMITTAL

Washington, D. C.
July 21, 1958

The President
The White House
Washington, D. C.

Mr. President:

The Emergency Board created by you on January 28, 1958, by Executive Order 10750, pursuant to Section 10 of the Railway Labor Act, as amended, to investigate an unadjusted dispute between Eastern Air Lines, Inc., and certain of its employees represented by the Air Line Pilots Association, International, a labor organization, has the honor to submit herewith its report and recommendations based upon its investigation of the issues in dispute.

Respectfully submitted,

David L. Cole, Chairman

Saul Wallen, Member

Dudley E. Whiting, Member

(EDITOR'S Note: Following is the complete text of the Report and Recommendations of the Presidential Emergency Board in the EAL case which was submitted to President Eisenhower on July 21, and approved by him on the same day.)

I. HISTORY OF THE EMERGENCY BOARD

Emergency Board No. 121 was created on January 28, 1958, pursuant to the provisions of Section 10 of the Railway Labor Act as amended, by Executive Order of the President. Thereafter the President appointed as members of the Board David L. Cole of Paterson, N. J., Chairman, Saul Wallen of Boston, and Dudley E. Whiting of Detroit.

The Board convened in New York City on February 11, 1958, and held hearings on 26 days between that date and June 2, 1958, in New York City and Washington, D. C.

COMPLETE TEXT:

EAL Emergency Board Report

The Company was represented by W. Glen Harlan and William G. Bell, Counsel, and George A. Smith, Vice-President. The Association was represented by Henry Weiss, Counsel. The President approved five thirty-day extensions of the time stated in the Executive Order for the Board to report, the last extension being until July 27, 1958.

At the conclusion of the hearings the Board met with the parties jointly and separately in Washington, D. C., in an effort to bring about a settlement of the dispute by mutual agreement. These efforts were not completely successful.

BACKGROUND OF THE DISPUTE

The parties to this dispute are Eastern Air Lines, Inc., and the pilots in its employ, represented by the Air Line Pilots Association, International. The last agreement between these parties was executed May 24, 1956, effective from June 1, 1956, until June 1, 1957, and renewing itself without change until each succeeding June 1st unless written notice of intended change was served at least sixty days prior to June 1 in any year.

On March 27, 1957, the Association served notice of intended changes upon the Company, and on March 29th the Company notified the Association of intent to propose changes. Negotiations thereon commenced on May 14, 1957, and continued from time to time until November 18, 1957. On January 8, 1958, the Association advised the National

Presidential Fact-Finders Recommend: Three Jet Pilots For Safety, Efficiency

Circumstances Surrounding Creation Of Board Outlined . . . . . .

Mediation Board that the pilots would withdraw from service on January 11th. That board requested postponement and the Association acceded to such request. Mediation sessions were conducted from January 18 to 23, 1958, without success and the National Mediation Board closed its files on January 24th. As noted above, this Board was created on January 28th.

Eastern Air Lines is certified and authorized by the Civil Aeronautics Board to operate air routes in the eastern half of the United States, to San Juan, Puerto Rico, Bermuda and Mexico City. As of February 1, 1958, its fleet consisted of 192 aircraft of which 17 were leased and three operated under interchange agreements. As of December 31, 1957, it employed 746 first pilots and 964 copilots.

The Company has ordered turboprop and turbojet aircraft. It has contracted to purchase 40 Lockheed Electra turboprop airplanes, delivery of which is expected beginning in September, 1958, and has an option to purchase 30 more. This is an intermediate range aircraft which will fly at altitudes of approximately 25,000 feet and at speeds of approximately 375 miles per hour.

The Air Line Pilots Association, International, is the recognized representative of the first pilots and copilots employed by the Company for collective bargaining pursuant to the provisions of the Railway Labor Act, as amended.

II. RELATIONSHIP OF THE FLIGHT ENGINEER AND PILOT DISPUTES

Emergency Board No. 120 was created by the President on January 21, 1958, to investigate and report on the labor dispute between Eastern Air Lines, Inc., and its employees represented by the Flight Engineers International Association. A week later Emergency Board No. 121 was created with reference to the dispute between this Carrier and its employees represented by the Air Line Pilots Association. These two boards were appointed pursuant to Section 10 of the Railway Labor Act, which means that the dispute had not responded to the mediation processes of the National Mediation Board and that the National Mediation Board had notified the President that in its judgment each of these disputes threatened "substantially to interrupt interstate commerce to a degree such as to deprive a section of the country of essential transportation service."

The same three individuals were appointed as the members of each board, for the reason that in the judgment of the President, based on the advice of the National Mediation Board, the two disputes are closely interrelated. It became apparent immediately that these disputes could not be approached independently of one another. While among the items in dispute in each case are the wages and working conditions to apply to existing piston-powered airplane, as well as to the turboprop and turbine jet equipment, which will shortly come into use on this airline, the underlying issue which has prevented the parties in each instance from making any material progress toward settlement is that relating to the flight crew complement. Both labor organizations insist on requiring higher qualifications for the flight engineer than those stipulated by the Civil Aeronautics Board. The FEIA urges that in addition to the flight engineer's certificate certain other requirements be imposed which could be met only by a highly qualified mechanic. ALPA, on the other hand, requests that the third crew member, in addition to having the present flight engineer's certificate, be a pilot-qualified individual. This the FEIA regards as an effort on ALPA's part to remove the present mechanic-type flight engineers from their jobs and to replace them with pilot engineers.

This disagreement has obviously been the obstacle which has retarded settlement discussions. Each organization has put the Carrier on notice that its members will not operate the airline, or at least not the turbine-powered equipment shortly to be received, unless its position is recognized. In the negotiations and mediation prior to the appointment of these two emergency boards, contrary to custom, little constructive attention was paid to the various pay and working conditions items.

For almost 20 years the pilots and the Carrier had invariably worked out their differences through discussion, without resorting even to mediation, but in this instance it has been necessary to employ all the techniques provided by law, and the dispute is still very much alive. The relationship between the Carrier and FEIA is briefer, and mediation, strike and strike threats have been experienced, but in the past the parties had come to grips with the problems with which they were confronted. In this case this was prevented by the overriding influence of the crew complement question.

There is another reason why the considerations affecting these two cases cannot be separated. Each group of employees has made different requests concerning pay and a variety of other working conditions and benefits. They all work in the same cockpit under identical conditions and on similar schedules. Their complex pay formulas are the same and their safety and well-being are closely linked. The crew complement dispute has aroused a great deal of friction and antagonism between the two organizations and each is inclined to bargain with the employer with a careful eye on what the other is doing or is apt to achieve. This strong element of rivalry is something which must be reckoned with realistically. If the special wishes of either are indulged this is likely to lead to a greater degree of dissension than now exists, and this should be carefully avoided if at all possible.

Considering the background and the factors which must determine the nature of the respective collective bargaining agreements between each of these labor organizations and this Carrier, these two labor disputes are inseparable particularly in light of the common crew complement issue.

We are under instructions from the President to recommend, after investigation, a basis for settling each of these disputes. It is our judgment that we can effectively do so only if we bear in mind that the crew complement dispute is primarily between the two groups of employees or their respective labor organizations, and, furthermore, that if an intolerable condition is to be avoided on this airline there must be a very close relationship between the terms upon which all other issues are settled.

It was proposed at the outset of these proceedings that the two cases be consolidated and heard as one. The Carrier and ALPA favored this but FEIA rejected the suggestion. Nevertheless, each of the employee groups sat in on the hearings in the other's case, and the FEIA, in presenting its rebuttal after the intervening pilot case was heard, directed most of its efforts at that point to contradicting or disputing points and evidence offered on behalf of the pilots. This simply bore out our view that as a practical matter the two cases are inseparable.

III. THE CREW COMPLEMENT ISSUE

Procedural Objections Raised By The FEIA

Two procedural or legal objections were raised by FEIA in connection with ALPA's position on the crew complement issue. The first is that FEIA has been duly designated and certified by the National Mediation Board to represent the craft or class of flight engineers on Eastern Air Lines, and that, pursuant to Sec. 2 "Ninth" of the Railway Labor Act, it is the duty of this Carrier to treat only with the FEIA as the certified representative of the craft or class for the purpose of the Act. The second is that matters of the qualifications of employees, insofar as they bear on safety, are reserved by law to the Civil Aeronautics Board, and that emergency boards must recognize that such matters are outside their jurisdiction.

In deciding, despite these objections, to go into a complete investigation of the facts pertaining to the crew complement issue, and to make recommendations which we believe will serve as a reasonable basis for settlement, we are strongly influenced by the terms of our appointment by the President. He found that each of these disputes threatened substantially to interrupt essential interstate commerce, and he therefore invoked the emergency board provisions of the law and issued to the boards the instructions indicated. We believe it is our duty to make a thorough investigation and to report and recommend, in keeping with these instructions, on any aspect of the parties' relationship which has prevented settlement of the pending labor dispute. We were convinced at the very threshold of these proceedings that if we failed to inquire into the essential facts and conditions which have led to this impasse we could not discharge our duty.

After all, we are not a forum in the nature of a court. We

Board's report covers rates of compensation, rules, working conditions, pensions and crew complement on present aircraft as well as future turbine-powered aircraft pictured above.

make no binding decisions or rulings. We may merely report and recommend. We do not have the right to change or replace the representative certified by the National Mediation Board and there are no illusions as to this. Nor do we have the right to supplant the Civil Aeronautics Board as the body which promulgates minimum standards for the safe and efficient operation of air carriers. The certification of the bargaining representative and the stipulation of the requirement that in certain circumstances there be a third flight crew member who must have certain minimum qualifications are facts which we accept as unalterable by us.

This, however, does not relieve us of the duty to ascertain why these labor disputes are still unresolved and to report to the President, as well as to the parties and the public, how we believe they should reasonably be settled. If the parties thereafter voluntarily choose to follow our recommendations, this is certainly their privilege.

The Certification Of The FEIA By The National Mediation Board

Returning to the matter of the certification of the FEIA by the National Mediation Board, as we see the problem before us, the issue relates solely to the qualifications which the third crew member should have, and not to the labor organization which should represent him. Third crew members chose the FEIA as their bargaining agent and that organization is certified as the bargaining representative of the craft or class of flight engineers on Eastern Air Lines. That status is not in issue here. Sharply in issue, however, is the question whether in the turbojet and turboprop aircraft about to be placed into service by Eastern, the third crew member should be qualified solely as an engineer with a mechanical background or whether he should possess, in addition, training in skills and techniques of pilots so as to be able to assist in the performance of certain additional duties.

Flight engineers were not required before 1948. At that time the requirement was introduced largely through the efforts of the pilots. When, on October 5, 1948, the Civil Aeronautics Board reaffirmed its regulation concerning the need for a third crew member it explained that it was doing so because of the increasing complexity of the pilots' duties, and that considerations of safety made it necessary to provide the pilots with assistance or relief. The CAB put it in these words:

> "Despite the automatic devices which are available and installed in such aircraft, they have so many items calling for the pilot's attention and are so complex in operation that the pilot's ability to accomplish all duties imposed on them may at times be exceeded if provision is not made for a flight engineer. The flight engineer will contribute substantially to reduction of pilot fatigue and resultant accident-provoking sequences. In particular, the flight engineer can relieve the pilots of burdensome mechanical duties which, if required to be performed when the aircraft is being flown on instruments, when there are difficult navigational problems, when radio communications are erratic, or when the pilots are attempting to follow complicated traffic control procedures, and accomplish instrument approaches, would be exceptionally onerous."

There can be no doubt that on domestic airlines the function of the flight engineer was intended to be that of an assistant to the pilot. The regulation was strongly opposed by the domestic air carriers as unnecessary, but the proponents, principally the pilots, prevailed. They prevailed on the basis of safety, for the proceedings leading to this new requirement followed closely a series of accidents on the new types of large four-engine airplanes.

An air transportation carrier has the legal and moral obligation to conduct a safe and efficient operation. (See Civil Aeronautics Act of 1938, as amended, Sections 404(a), 406(b), and 601 (b).) It has been formally recognized by the FEIA that it is, therefore, within the area of management's discretion to determine what should be the qualifications of the flight crew members, subject to the minimum standards established by the Civil Aeronautics Board. This the representatives of the FEIA acknowledged in 1952 in the proceedings before Emergency Board No. 103 which investigated a dispute between that organization and United Air Lines, and that board made reference to this fact at pages 13 and 14 of its report. Since this is so, why should there be interposed a technical objection to discussions between the Carrier and its pilots with regard to the qualifications of any part of the flight crew? The pilots are consulted on many operating and safety problems, and this certainly falls within that area. Even in the exercise of its discretion, a management is expected to be well-informed and reasonable. In the airlines industry management has frequently consulted with committees of its flight crew members on many matters normally in the province of management discretion, such as the design of new aircraft, cockpit layouts, company procedures in operating aircraft, schedules and the like. To hold that it may not listen to the views of its pilots on the subject of the qualifications of all personnel involved in the operation of the aircraft in flight would be not only unrealistic but would represent a break with past practice. This is especially true in this industry which involves not only the safety of the company property but also the safety of passengers and of the flight crews themselves. Furthermore, if we remember that the regulation that flight engineers be employed stemmed largely from the efforts of the pilots in the first instance it would be artificial in the extreme to hold that management is barred from consulting with them about the qualifications of such personnel.

Moreover, it is not uncommon industrial practice for a skilled craft which has helpers to have a strong voice in respect to the qualifications of their helpers. Normally, they are represented by the same union so that the question as presented here does not arise at all. Still, considering the safety angle, and efficiency as well, it is difficult to accept the proposition that this skilled craft must remain silent with respect to

Comment Of AFL-CIO On Crew Complement Are Cited By Board . . .

What Will Be the Crew Duties in This Jet Cockpit . . .

the kind of assistants it should have.

In a tangential way the objection that the ALPA is interfering with the FEIA's jurisdiction has been repeatedly raised by the FEIA within the AFL-CIO, with which both it and the ALPA are affiliated. In 1955 United Air Lines decided that it would thenceforth use or hire as flight engineers only men who also had pilot qualifications. The pilots supported the airline in this decision and a strike of the flight engineers resulted. The FEIA filed complaints against ALPA for not respecting its picket line and for flying airplanes during the strike. At first, the AFL supported the FEIA complaints but after investigating the matter more deeply its major officers served as mediators and worked out an agreement which recognized the right of the management to require that flight engineers must also have pilot qualifications. Their principal concern revolved about the job protection to be given to flight engineers then employed and how they should be offered, with the help and at the expense of the carrier, the opportunity to acquire training as pilots.

Again, early in 1957, FEIA complained that ALPA was interfering with its established bargaining rights on United Air Lines. Vice-President George M. Harrison, who is one of the most thoroughly experienced and highly respected trade unionists of the country, was appointed to look into the matter. He met with representatives of the two organizations in May, 1957, and then reported to the Executive Council:

> "I think we should immediately dispose of the jurisdictional dispute. Based upon information submitted at the hearing in Washington, D. C., on May 9, by both parties, it is my conclusion there has been no violation of the jurisdictional rights of the Flight Engineers International Association by the Air Line Pilots Association. All facts in this case clearly indicate that the Air Line Pilots Association has only admitted to membership licensed air line pilots and the Air Line Pilots Association has not made any move to raid the established collective bargaining relationships now held by the Flight Engineers International Association."

It is particularly of significance that at his hearing Mr. Harrison tried to direct the efforts of the two organizations toward merger. ALPA was willing to enter into such discussions at once, but FEIA has declined to do so.

Finally, there was a further proceeding of this kind in February, 1958. The FEIA had filed charges with President Meany of the AFL-CIO that ALPA was "cooperating with the employers by encouraging its members to obtain flight engineer's licenses in order to weaken the bargaining position of FEIA on airlines all over the country" and was "informing its members that this program has the support of the AFL-CIO each the president of an international union, was appointed to hear the dispute. Its report, dated February 11, 1958, dealt briefly with the jurisdictional complaint and mainly with the general flight crew complement question. As to the former the committee said:

> "Regarding the charges filed against ALPA by the FEIA the Committee recommends that the Air Line Pilots be instructed to recognize the jurisdiction of the Flight Engineers and refrain from attempting to enlist flight engineers into membership in ALPA."

Bearing in mind the framework of this hearing (a jurisdictional complaint by FEIA against ALPA), the comments of this committee on the flight crew complement matter are of great significance. It said:

> "The job for the third crew member, or flight engineers, on airline aircraft in excess of 80,000 pounds arose from a governmental regulation adopted in 1948. The pilots and captains of the Airlines contended that this regulation was necessary—creating the third crew member—on the grounds that larger, faster and more complex aircaft required that pilots be relieved of some of their duties. When this regulation became effective some airlines assigned a third pilot to the position; other airlines employed mechanics and some airlines used both pilots and mechanics. The third crew member is now represented by FEIA; some by ALPA and on one airline the flight engineer is represented by the IAM.
>
> "This Committee feels that the close relationship of the flight crew, **which is now faced with the introduction of an entire new series of larger and faster aircraft, powered with turbine engines, makes it imperative that the flight crew must belong only to one organization.** The committee recognizes that the captain or pilot in command of an airline aircraft has the full responsibility for its safe operation and that this responsibility which is placed directly on him by virtue of his being licensed by the federal government and which he cannot delegate to his employer or any one else also **makes it necessary that the flight crew be coordinated into one organization.**
>
> 'The Committee, after hearing the arguments of both the FEIA and ALPA, can find no trade union reason why the merger of these two organizations should not become a reality." (emphasis added.)

In considering a jurisdictional complaint, if the AFL-CIO deemed it necessary to go into the whole subject of crew complement, one can readily understand that we as an emergency board, created and instructed to investigate the dispute and to find a reasonable basis for settlement, cannot possibly avoid following a similar course.

The Exclusive Right Of The Civil Aeronautics Board To Regulate Matters of Safety

The second objection raised by FEIA is that the subject of

ALPA Representatives Pictured at Emergency Board Hearings in Washington.

the qualifications of flight engineers is a matter involving safety reserved solely to the Civil Aeronautics Board. Some of the points already made are equally applicable to this objection. In addition, it is noteworthy that the Civil Aeronautics Board merely stipulates the minimum standards to be observed by air carriers. This may be seen in Section 601 (a) and 604 (a) of the above-mentioned Civil Aeronautics Act. The CAB has so stated several times as, for example, in the brief which it filed in the proceedings in the United States Circuit Court of Appeals for the 2nd Circuit in the case between American Airlines and ALPA in 1955. It is a well-known fact that it is entirely within the province of an air carrier or of a carrier acting in concert with its pilots or other employees to establish and maintain standards of operation above and beyond the minimum required by governmental regulations.

Both the FEIA and the ALPA have not hesitated in their current disputes with Eastern Air Lines to propose standards for flight engineers beyond those stipulated by the CAB. The CAB requires simply that such employees have valid flight engineer certificates. FEIA now has a provision in its agreement going beyond this requirement. It now proposes in addition that the Carrier agree to use flight engineers even if the CAB should rescind its regulation requiring that such employees be part of the crew on certain types of aircraft. ALPA, on the other hand, wants the Carrier to agree that flight engineers will also have pilot qualifications in addition to the certificate now called for by the regulations. Both these requests are cognizable, in keeping with established practice in the air transportation industry, despite the fact that each would impose higher qualifications than those which the CAB has established as the minimum for flight engineers.

It should also be mentioned that the CAB has no jurisdiction over labor disputes, and that to the extent that such a dispute creates difficulties which may have an impact on safety in operations some agency other than the CAB must take a hand in correcting the problem. This supports the view that a specially appointed emergency board should reasonably be expected to inquire into such matters.

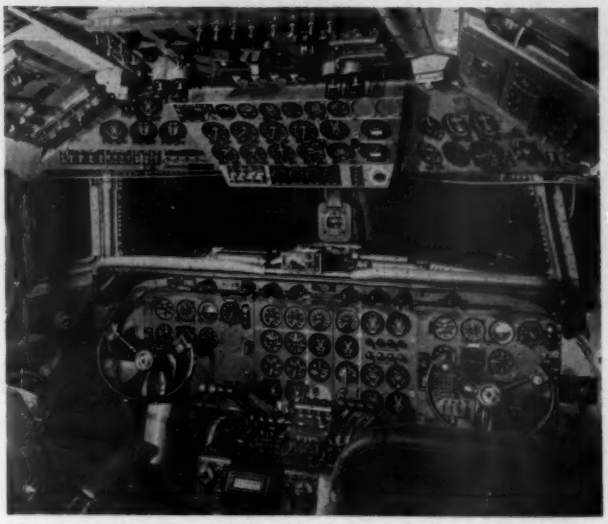
We believe, therefore, that we should investigate as fully as necessary the merits of this dispute, in keeping with the instructions given us by the President when he created these two emergency boards.

POSITIONS OF THE PARTIES

Position Of The Flight Engineers International Association

The flight engineers, speaking through the officers of the FEIA, request that hereafter all occupants of the third seat in the cockpit be required to have airframe and engine (A and E) licenses in addition to the flight engineer's certificate now stipulated by the Civil Air Regulations; that an employee with these qualifications be included in the crews of all aircraft over 80,000 pounds whether required by the regulations or not, including all such aircraft under operational control of the Carrier, or flown on its routes with its consent, or bearing an Eastern Air Lines trip number; that all flight engineers assigned be selected solely from the seniority list provided for in the FEIA agreement; and that, as a condition of continued employment, all flight engineers pay to FEIA, through a voluntary checkoff, such dues and assessments as are uniformly required of FEIA members, although it shall not be necessary for them to apply for membership or to be members.

The FEIA seeks to justify these requests on several grounds. It points out that the CAB has, since 1948, required a separate certificate for flight engineers; that the existence of a separate flight engineer craft was recognized by the American Federation of Labor when it issued a charter to the FEIA to represent such employees; and that the National Mediation Board recognized the existence of such a craft by certifying the FEIA on this airline, as well as on several others, as the bargaining representative of the class or craft of flight engineer. It maintains that the mechanical tasks performed by the flight engineers contribute to both safety and efficiency; that the kind of preventive maintenance possible with a flight engineer possessing a thorough mechanical training and background cannot be provided by a pilot-flight engineer or by a flight engineer who does not have the ability to obtain the A and E license. As to its requests for the "agency shop" (the name given to the form of union security by which employees need not be members but must pay the dues and assessments paid by members), FEIA argues that the considerations which have led to the wide extension of union shop agreements in American industry are equally applicable and merit the granting of this request together with its corollary, the voluntary checkoff.



. . . As Compared To This Piston Engine Cockpit?

Position Of The Air Line Pilots Association

The pilots' requests are entirely incompatible with those of the flight engineers' organization. ALPA requests that every flight deck station on the turboprop and turbojet aircraft be manned by pilots; that all new pilots be required within 12 months of active service to have the flight engineer certificate; that all existing pilots be offered the opportunity to obtain such a certificate; and that before being promoted to captain all pilots hereafter be required to obtain the certificate necessary for the manning of all flight deck stations, including that of flight engineer.

The grounds relied on by the pilots in support of these requests may be stated briefly. The new turbine-powered airplanes will fly faster and at greater altitudes than the present piston equipment, and will present operating problems which will call for the utmost in flight crew coordination. Maximum crew coordination will not be possible with one crew member not pilot-oriented, and particularly so where there is job rivalry of the magnitude and with the emotional content which has been developed by the FEIA. The nature of turbine-powered aircraft is such that piloting functions will be considerably enhanced, while mechanical functions in flight will be substantially diminished because of the introduction of automatic devices and the elimination of numerous items which now need attention on piston airplanes. The presence of three crew members, all capable of flying the airplane, will serve as a means of relieving tension and will provide greater assurance of safety. The pilots emphasize the fact that the job of flight engineer resulted from proceedings which the pilots instituted, and that flight engineers were placed aboard aircraft to relieve the pilots of certain details which they have always handled as part of their piloting duties. They therefore strongly object to the attempt of the flight engineers to extend to the turbine powered aircraft the concept that the flight engineer's job is a separate craft or occupation, contending that this would be a challenge to the legal and traditional authority of the pilot in command. The pilots maintain that this would impair the level of efficiency and safety that will be essential under the conditions to be faced.

Position Of The Carrier

The position of the Carrier in this controversy is a difficult one. Officially, its representatives have maintained a hands-off, neutral policy. It realizes, however, that neither FEIA nor

Pertinent Aspects Of Case Outlined By Board.....

ALPA are willing, in the face of all developments, to permit matters to remain in status quo. At the hearings the Carrier offered evidence that its experience with mechanic flight engineers on piston equipment has not shown better or more efficient results than on aircraft which it operates with all-pilot crews. It also offered some evidence as to the changes that may be expected with the advent of the turbine-powered equipment. Except in these regards, it took no position in the dispute over the merits of mechanical versus pilot-trained flight engineers.

BOARD'S DISCUSSION

This issue was debated at great length and in minute detail throughout these proceedings. Literally, hundreds of exhibits were offered in evidence and there were hundreds of thousands of words of testimony. The items covered ranged from simple expositions of industrial relations or trade union principles to the most intricate and technical discussions of the detailed changes that will be met in the turbine-powered equipment. We believe we will be of greatest service to the parties to this dispute as well as to the public if we select from this mass of material those elements which are most pertinent to the underlying considerations which should determine this dispute in a reasonable and socially responsible manner.

The Interest Of The Public

First, we must bear in mind that we are dealing with a public utility with which both the government and the public are deeply concerned. We are not governed to the same degree as in ordinary industrial labor disputes by the factors of business competition and economics. This industry is by law entitled to be subsidized by government if despite honest, economical and efficient management it becomes necessary to do so to maintain and continue the development of air transportation of the character and quality required for commerce and the national defense. Eastern Air Lines has been off subsidy for over 20 years, being one of the first airlines able to operate at a profit without financial help from the government. But the deep interest of the public grows out of the possibility that government may be called upon to extend financial aid to any air transportation company.

It is also hardly necessary to mention the grave concern over problems of safety. The present debates in Congress over the steps to be taken to meet the growing hazards of air traffic, following on the heels of a series of tragic collisions, is but one evidence of this concern. The overriding public interest must be kept clearly in mind in order to place this dispute in the proper perspective. This is not simply a private dispute between two unions, or between a union and an employer. Public interest must play a major part in its settlement.

The Carriers' Responsibility

Second, we must consider that each air carrier by explicit provision of law has the primary responsibility for the airworthiness of its airplanes and for the safety of its operations. This is in addition to its moral responsibility to provide safe operations and to its legal liability to passengers who may be injured. The Civil Air Regulations specify certain minimum qualifications for crew members but the carrier is made responsible for providing adequate ground and flight training facilities. Furthermore, the CAB and all parts of the air transportation industry understand that the regulations of the CAB are merely minimums which carriers of their own choice, or as a result of discussion or negotiation with groups of employees, may exceed. In this very case both FEIA and ALPA are asking the Carrier to do so with respect to the qualifications of flight engineers. A settlement of this dispute must be reached, then, within the framework of the Carriers' legal responsibility for providing safe transportation and as between alternative courses the Carrier has the responsibility for making the choice, but it should be governed in making this choice largely by considerations of safety.

The Functional Relationship Of Flight Engineers And Pilots

Next, we should not overlook facts which have tended to become obscured in the heated arguments between FEIA and ALPA in recent years. These are that the principal function of the flight engineers is to assist the pilot members of the crew in the mechanical operation of aircraft during flight; that the responsibility for command of the airplane and crew resides in the captain who is "responsible for the safety of the passengers, crew members, cargo and airplane," and that this responsibility is not dependent on the possession by the captain of a certificate required of any of his crew members. The role of the flight engineer as an assistant to the pilot is an undeniable and basic fact arising out of the history of his calling. Because of a series of accidents in 1946 and 1947, CAB promulgated the regulation that a flight engineer be carried "to assist the pilot members of the crew in the mechanical operation of aircraft during flight." On airplanes on which flight engineers are not required (two-engine airplanes and all airplanes of less than 80,000 pounds) the selfsame duties are still performed by the pilots. As the Air Transport Association observed in a communication to the CAB in 1954 on behalf of all the major domestic airlines including Eastern Air Lines:

> "The duties that the airlines have given the flight engineer in flight are only those which an aircraft pilot, not holding a flight engineer certificate, has handled normally for years. In the airlines' opinion, the pilot's capabilities for performing the flight engineer's duties in flight are so basic as to be unquestioned."

At the same time it should be borne in mind that on some airlines there has been an additional historical reason for the use of flight engineers. Pan American World Airways, for example, carried "flying mechanics" prior to the CAB's flight engineer regulation on many flights operated into stations in remote areas with minimal ground maintenance facilities. They were originally classified by the National Mediation Board with the class or craft of ground mechanics. At such stations, if ground repairs were required, the flight engineer was able to direct the lesser skilled local mechanics in the proper methods and to sign off or certify the aircraft as airworthy. Thus, on that line and perhaps on others with route patterns with comparable characteristics, the flight engineer may have an additional and important function over and above that of merely assisting the pilot members of the crew in the mechanical operation of the aircraft during flight.

However, it is a fact that on the present piston-powered aircraft of Eastern Air Lines the flight engineer is not called upon to perform this function. He assists the pilots in the mechanical operation of the aircraft in flight, monitoring instruments, dials and gauges for signs of malfunction or incipient malfunction of engines and systems. He reports such signs of malfunction to the captain and to lead mechanics on the ground whose crews thereafter accomplish the repairs and assume responsibility for the airworthiness of the results. It is this function of certifying airworthiness which requires A and E licenses. An examination of the job description of the flight engineer on Eastern Air Lines reveals no duty which requires any license other than the flight engineer's.

Experience On Piston-Powered Aircraft

Next, it should be recalled that on piston aircraft there appears to be little difference in terms of safety as between pilot-qualified and mechanic-qualified flight engineers. Airlines employing pilot-qualified third crew members such as Panagra, Capitol, Delta and Braniff have had satisfactory experiences and excellent safety records and show no inclination to replace them with mechanic-qualified men. At the same time, Pan-American, American, TWA and Eastern which have flown their piston equipment with mechanic-qualified third crew members have also operated with good results in terms of safety and efficiency. In fact, the first two of these carriers recently concluded agreements calling for or continuing the A and E license requirement for flight engineers.

It is worthy of mention, however, that two airlines, United and Continental, which formerly used mechanic-engineers are now in the process of converting to pilot-engineers. It is also worth noting that Eastern found in a study of its 1957 operations that its two-engine airplanes operated only by two pilots appeared to have had better mechanical functioning than its large equipment on which a flight engineer was carried. This was reflected in a comparison of flight hours per engine failure, engine hours per unscheduled removal, and overhaul costs per flying hour, and this despite more frequent take-offs with the two-engine equipment. We must hasten to add that we do not regard this as conclusive proof of the superiority of pilot-flight engineers by any means. There are variables in the two types of operation which affect the engines, as for example the longer periods of climb to which the larger airplanes are subjected. It must be said, however, that this evi-

. . . . . Impact Of Turbine-Powered Aircraft Is Explored

dence raises considerable doubt as to whether flight engineers with a mechanical background necessarily provide a type of service which cannot be obtained through the use of pilot-qualified flight engineers.

On the facts disclosed by our investigation we nevertheless must find that the safety objective sought by the CAB when it promulgated its requirement in 1948 that a flight engineer be carried on four-engine aircraft of over 80,000 pounds maximum gross weight has been substantially achieved by the use on piston aircraft of either the pilot-qualified or the mechanic-qualified flight engineer. The choices as between the two made by airlines managements may have been dictated in some cases by the nature of their routes and the contribution a mechanic-qualified engineer can make in the matter of ground maintenance at points where fully qualified ground crews are lacking. In other cases the choice appears to have been dictated by the belief held by management that pilot-qualified engineers contribute to better balanced and therefore more efficient and safer crews.

As opposed to the foregoing conclusion that on piston aircraft the requirements of safety are equally met by the use of either type of flight engineer we must append one qualification. This relates to the friction which has been engendered between the two crafts and their respective organizations. We believe this to be a matter of real concern because of its tendency to preclude the degree of cooperation which is vital in operations as critical as that of flying airplanes in the air transportation industry.

The Impact Of Turbine-Powered Aircraft

We are now about to enter into a period of great change in air transportation. Eastern Air Lines within a few months will receive some 40 Electra turboprop airplanes, and thereafter a number of DC-8 turbojet airplanes. This equipment will be used on the Carrier's longer routes and its piston aircraft will gradually be relegated to the shorter runs. It is for this reason that the crew complement question has become critical. If the past practice of using mechanic-engineers is to be modified in favor of pilot-engineers, the time to decide to do so is now. It is important, therefore, to inquire whether the new type of operation will present problems sufficiently different from those heretofore carried on to merit the change advocated by the pilots, or, contrariwise, the change proposed by the flight engineers in favor of more stringent mechanical qualifications.

The new aircraft will be bigger, will fly higher and faster, and will have a radically different kind of power plant. As modern equipment recently designed and engineered, it will have improved systems and many automatic devices not present on current airplanes. Obviously, the turboprops will represent less change in methods of operation than the pure jets. The Electras will fly at the 22,000-25,000 foot level, and will be perhaps 40 miles per hour faster on Eastern's routes than its present DC-7 B's. This piston equipment operates at the 18,000-22,000 foot level. The Electra will have propellers. While there will be a number of changes incorporated into the flight panel and elsewhere, there is now available a good deal of information concerning the operation of turboprop airplanes by virtue of several years' experience with the Viscount.

A far greater degree of change and uncertainty will be experienced with turbojet airplanes. Such aircraft has not been used in commercial air transportation by any American air carrier. It will fly at altitudes of 25,000 to 40,000 feet, at speeds well over 500 miles per hour; it will weigh at take-off between 265,000 and 295,000 pounds, as compared with 125,000 pounds for the DC-7 B. It will consume its fuel at the rate of 13,000 pounds per hour, and it will use up fuel at a greatly accelerated rate at altitudes below its indicated cruise level. Once committed to come in for a landing, it will be practically imperative that it proceed to do so. Because of its speed and other characteristics, careful flight planning will be required and, upon meeting unanticipated weather or other conditions, prompt and accurate flight replanning will be necessary. Runways will provide less tolerance, and air temperature at take-off will make material differences to the pilot in the handling of the airplane. Most of the flying done by this kind of aircraft will be on instruments, and for some years to come, until plans to improve air traffic control are perfected, the utmost in vigilance will be needed to avoid collisions. Not only will there be the hazards of a gradually enlarging volume of air traffic, which has been going on for years and has caused several tragic collisions as well as innumerable near-misses, but the introduction into the stream of traffic of this new, much faster equipment, with its rapid rate of climb and descent, will aggravate the problems of air traffic. The pilots will have a heavy load of communications work to do, plus a good deal of paper work, and at the altitude and speed of this aircraft navigation will impose more care on the pilots because of the greater effect of slight deviations and of the declining accuracy of navigational aids at higher altitudes. They will have to be more certain about wind conditions aloft, and meteorological problems will assume increasing importance.

At altitudes above 25,000 feet the danger of sudden decompression becomes acute, and mental inertness, if not complete unconsciousness, could follow within seconds. Until a good deal of experience has been had, it will therefore be prudent and necessary to have oxygen masks readily available for the pilots. Some experts believe that at least one pilot should be compelled to wear an oxygen mask constantly while flying above 25,000 feet. This will obviously add to the discomfort and to the burdens of the pilots.

It is evident that the piloting duties and difficulties will be greatly enlarged in the operation of the jet airplanes. Split-second decisions and maneuvers will have to be made, and all functions will be carried on at a greatly accelerated pace. The fatigue factor will then become increasingly important, and the need for relief more pressing. It would seem that in such operations it would be foolhardy not to have two pilots in their seats actively functioning as pilots at all times. This points up the value of having another person in the cockpit, capable of serving them in a relief capacity.

In more direct terms, how will the jet airplane affect the issue of mechanic versus pilot flight engineer?

The outstanding effect may be seen in the placement of all flight control items, together with others previously within the control of the flight engineer, in the pilots' panel. This is especially significant when it is coupled with the automation and simplification of features heretofore manipulated or operated by the flight engineer.

We see evidence of this trend in the specific changes made, concerning which a great deal of evidence was offered. We note, for example, the elimination of propellers, temperature control in the cylinder heads, cowl flaps, ignition system, engine analyzer and similar items, and the simplification of the lubricating system and the heating, de-icing and pressurization features. These and other similar changes will tend to decrease the duties and responsibilities of the flight engineers. At the same time, the pilots will find on their panel fuel and fire controls, and other items will be readily accessible to them. Added to this is the fact that many of the systems and features will be automatic with alternates available in case of malfunction. An illustration of this will be the four generators; when one fails warning will be given and the remaining generators will be able to carry the load.

All in all, we note a great dimunution in the importance of the mechanical functions of the flight engineer's job by the simplification or elimination of various items and the simple technique of going to an alternate if something fails. It is difficult to find any items which can or will be repaired in flight. At the same time, it is significant that the controls of various working systems are being transferred to the pilots, which, added to the flying difficulties resulting from the great rise in speed and altitude, at the very time that traffic congestion is becoming increasingly troublesome, will certainly tend to enlarge the piloting burdens and responsibilities.

The reason for CAB's regulation requiring the use of a flight engineer was that it was deemed wise in the interest of safety to provide help to the pilots in the operation of large, four-engine airplanes. At the time, those airplanes were piston-powered and certain duties incident to such operations were delegated to the third crew member subject to the control and direction of the pilot in command. The captain throughout was clothed with authority over, and responsibility for, the entire crew. In Lockheed airplanes and in Boeing 377's, because of the configuration of the cockpit, there are more duties for the flight engineer to perform. On Douglas equipment there has been no separate flight engineer station, so that the nature and manner of his work has been different from that on the Boeing and Lockheed aircraft.

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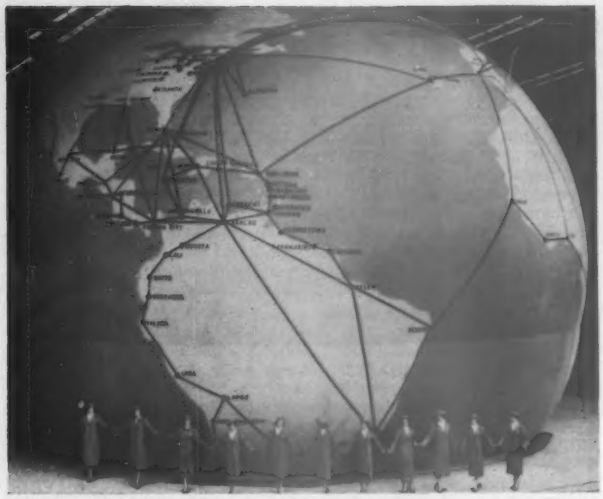

PAN AMERICAN'S giant globe at the Brussels World's Fair stands 4½ stories high and is 52 feet in diameter. The air-inflated sphere houses a theater and a planetarium.

AVIATION OLDTIMERS admire a silver-painted OX-5 engine at the charter meeting of the OX-5 Club in Chicago. All of these pilots are with scheduled air lines operating out of Chicago. They had many stories as to the reliability of the famous aircraft engine.

The ALPA Camera

CAPT. FRANK CRISMON, right, manager of flight operations for United Air Lines at Denver, is named honorary "Minute Man," by the Air National Guard in Colorado. Left is Col. Walter E. Williams, leader of the air guard aerobatic demonstration team, and Capt. Winn Coomer, United pilot who is a member of the team.

CAPITOL AIRWAYS MEC holds its first meeting in the Association home office. From left they are R. F. Hosford, John P. O'Brien of the ALPA legal department, E. D. Potter, S. H. Stauber, chairman, W. C. Watson, and D. E. Walters. Hosford, Potter, and Stauber are from Dover, Del., and Watson and Walters from Vallejo, Calif.

Special Section . . .

13th Annual IFALPA Conference

(The following excerpts are from an address by Clarence N. Sayen, chairman and president of the International Federation Of Air Line Pilots Associations, and ALPA, at the IFALPA Conference in Bogota, Colombia.)

IT IS with great pride that I view this annual Conference. The Conference in itself, I think demonstrates the growth and development of IFALPA as an organization. We merely have to view the size of the delegations and the number of countries represented, and then reflect back five or ten years to previous Conferences to see the distance that IFALPA has traversed as an organization.

I have thought quite deeply about what I should say at the opening of this Conference and I would like to deal with one or two specific problems that I believe face IFALPA, as an organization, in the coming year.

I think it is fitting that this conference be held here in Colombia. This was the birthplace of commercial aviation in the western hemisphere. This is probably the place in the world where aviation makes a better contribution to the economy of the people than any other. We are provided with an opportunity to study the immense contribution aviation can make to the people of a country.

There is a great deal of aviation work to be done on the South American continent and I think that this conference here will be helpful in stimulating greater aviation activity, the installation of needed facilities, a greater recognition by the aviation authorities of the need for aviation to continue to flourish here.

Practical Problems

I should like now to come down to a few practical problems of IFALPA. In my work, not only as President of IFALPA but as President of ALPA, I have an opportunity of getting a broad look at the whole of aviation. In my work I am a member of the National Advisory Committee on Aeronautics in the United States.

But this organization, which does the basic research into all aviation problems, civil and military, in the United States, we have an opportunity to look at the research which is being done at first hand. I am a director of the Radio Technical Commission for Aeronautics, which is the organization which has the job of coordinating all of the communications systems and frequency allocations that go to make a successful airways system in the States.

I have had an opportunity to work with the International Civil Aviation Organization during the past year and previous years, and with the International Labor Organization and with several other groups working in aviation. Looking over this field of aviation you get philosophising once in a while as to the position of the pilot in the scheme.

It seems to me that the pilot must be in a position in aviation to exercise leadership. And to exercise leadership in the aviation industry he must do it in an organized manner and this is where IFALPA can make a great contribution. But the leadership has to be exercised not only in IFALPA; IFALPA by itself cannot do this job. It has to be done by every member association at its own level.

Leadership must be exercised within each country and it must be aggressive. The point I want to make on this is that we have a great many problems before us in the way of finding a solution of our problems, but I am convinced that at the present time what we need in the aviation world is not so much a solution of our problems, but implementation of the solutions we have reached.

We sit and debate at great length in international forums all over the world about our problems, and we have read solutions to many of them, but we have not implemented those solutions. We determine upon a standardized system for approach lights, but 10 years later we have no approach lights.

Conference Demonstrates Success Of IFALPA

We determine on standards for airports, but you go all around the world and do not find airports which meet those standards. We determine on fire fighting equipment for airports, but I almost defy you to find an airport which has the equipment.

Leadership By Pilots

The biggest problem is for the pilots to take leadership in order to obtain implementation of many of the solutions that have already been reached. During this year I attended some of the ICAO sessions of the Jet Operational Requirements Panel. IFALPA was represented and I attended as an adviser to the United States Delegation. This was a splendid piece of work undertaken by ICAO.

We are now going into the jet age which presents new and different problems and extensions of some of our old problems, and so ICAO is going to attempt to put out a set of recommendations and standards which countries and communities can use. The report of the Jet Operational Requirements Panel is excellent and it sets out the specifications for jet operations, but I find in traveling throughout my own and other countries that hardly anyone has seen it.

Very few people have read it. I have talked to a manager of an airport or a city commission which has charge of the airport, and they know nothing of it. The report will be of no value unless someone takes the leadership to implement its recommendations. This you can do. It is a job you should do because you bear the primary responsibility to the traveling public and this responsibility goes directly to the people whose lives you are taking in your hands.

IFALPA Itself

I want to make a few remarks during the conference on the nature of IFALPA itself. I want to reflect with you on what is IFALPA. I want to do this because I think we should think about this before we go into our work here.

IFALPA is a federation; it is a federation of pilots associations. It is not a union of pilots and it is not a pilots' association, it is a federation of pilots' associations, a federation of autonomous units. And as we approach our problems here I think we should keep in mind that as we vote we are committing our individual pilots' associations to comply with the decisions reached.

We had a discussion about this among the officers of the Federation, as to what is the responsibility of our federation to comply with these decisions. How strong is the compulsion of the organization? We came to no profound conclusion except that any resolution adopted here was binding upon the member associations, in accordance with the provisions of the constitution and by-laws.

Non-compliance can result in action against the individual association. It can result in the expulsion of a member. Of course very little is accomplished by such action except that we would get fewer members. So you come to the conclusion that the responsibility of the Federation is a moral responsibility. When we sit here and debate and vote on these questions, we should do so with the intent to implement the decisions reached. We do not come here to exchange views. We come to reach conclusions, when we have reached conclusions it should be our intention to implement the results to the best of our ability.

What is the purpose of this Federation? The purpose of the Federation, as I see it, is exactly the same as the purpose of each member association. It is to represent pilots; to present the pilot viewpoint. We should give the pilots an opportunity to speak out in international circles as an organized group, and be able to put into the field one or two representatives who can say with reliance: "I speak for the pilots of the world and this is what they want. This is their view."

Pilots' View

I do not think we should go too far beyond this. We should not attempt to become experts in all fields. We represent pilots and therefore we should represent the pilots' view, not the view of the mechanic, or the view of the dispatcher, or the expert on traffic control.

We define the problems as a pilot, so that international organizations dealing in aviation look to us for one particular viewpoint—the pilot viewpoint. In order to do this we have to have a democratic organization. What is a democratic organization? Democratic organization, by my definition, means an organization in which we have broad participation in all decisions reached.

OFFICERS at work during the 13th Annual IFALPA Conference, March 11-18, in Bogota, Colombia. From left they are: D. Follows, secretary; C. N. Sayen, president of IFALPA and ALPA, and Capt. C. C. Jackson, technical secretary.

I do not think that we can ever reach decisions in this broad organization by any small group—by delegating our authority to one or two people or by setting up a small clique which makes decisions for us. We have to devise internal processes which will enable us to work efficiently as an organization, so that we can get answers to problems in a reasonable time, but so that we can do it with the consent of the governed, so to speak.

We have before us the question of what will be our organizational structure. Should we revise our structure? We have inaugurated a system of regional Vice-Presidents. In my opinion this has been successful. We have brought additional people in and had representation at the regional level, and this has been very successful in identifying more people with IFALPA work. I think, as the years go by, we will have an opportunity to make the regional Vice-President even more effective.

Draft Release System

We have inaugurated the draft release system, and if it was an experi-

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Interest In IFALPA At High Level

By F. T. Sterling, Jr.
PNG

THIS year for the third time, the annual conference of the International Federation of Air Line Pilots Associations took place in the Western Hemisphere and for the first time it was held in South America.

Whether this was, or was not, the moving factor behind obtaining four new member groups from Latin America is questionable as world wide interest in the organization is constantly increasing (there have even been inquiries from the Russian pilots).

The fact that it was held in Bogota did, however, make it possible for all member associations and one observer group from this part of the world to be present, something which might not have been true had the meeting taken place at some more distant site.

52 Delegates

Regularly attending the conference were 72 people composed of 52 delegates from 30 countries, 12 observers from air lines, 1 from ICAO, 3 from the Colombian government, IFALPA President C. N. Sayen, Conference Secretary D. Follows, and Executive Secretary C. C. Jackson. Latin America was strongly represented in this total by 17 delegates and 14 observers.

The Colombian pilots association did an outstanding job of organizing and making detailed arrangements not only for the business sessions but also for the entertainment of those attending. This was not only a group movement but also individual Colombian pilots offered their personal hospitality.

In making all these arrangements, it is very interesting to note that the pilot organization had the complete and wholehearted cooperation of Avianca, the country's international air line, and of the Civil Aviation Authorities and other government agencies. The air line was most cooperative in helping to arrange transportation for delegates from all parts of the world.

The Empresa Colombiana de Aerodromos (roughly the Colombian Airport Authority) gave a luncheon on the final day of the meeting. This took place at the new International Airport which is nearing completion and scheduled to be in operation by July.

It will be an installation second to none in the Western Hemisphere with the most modern aids such as ILS, center line approach lights, Elfaka narrow gauge runway lights and a runway 12,600 feet long.

Rewarding Session

Many of our ALPA members, perhaps the majority, are undoubtedly in the same position in which the writer found himself slightly less than one year ago when entering personally into some of the activities of our international organization. I knew that there was such a federation and that annual conferences were held but as to the actual aims and accomplishments, I was very hazy.

This does not appear to be the case in other parts of the world, very certainly not in Latin America where pilot groups are very much aware of IFALPA and at least two of the four associations from this area admitted to membership at the Bogota conference were organized with this specific purpose in mind.

Naturally, the first question that comes to mind is, why this interest in such an affiliation? Perhaps part of the answer can be obtained from a short document prepared by the Secretariat of IFALPA previous to this year's annual conference and sent to prospective members.

I. F. A. L. P. A.

The International Federation of Air Line Pilots Associations was founded in April, 1948, at a conference which was held in London and was attended by representatives of 16 countries (13 associations became members). It was born of the idea that some organized effort should be made to ensure that the voice of the pilots was heard and some attention paid to their views in the sphere of international civil aviation legislation and from the beginning emphasis was placed on the Federation's relationships with ICAO.

Divisional meetings of ICAO were attended in 1949, and from the beginning of 1950, full observer status was accorded to the Federation by ICAO. Since that date representatives of the Federation have attended Regional, Divisional and Special Meetings of ICAO.

There are now twenty-six members of the Federation. They are: Argentina, Asociacion Fusion Aeronavegantes Mercantes Argentines; Australia, Australian Air Pilots Association; Belgium, Association Belge des Pilots et Navigateurs de Ligne; Canada, Canadian Air Line Pilots Association; Colombia, Asociacion Colombiana de Ariadores Civiles;

Cuba, Asociacion de Pilotos Aviadores Profesionales de Cuba; Denmark, Danish Aircrew Association; Finland,

Finnish Air Line Pilots Association; France, Syndicat National des Pilotes de Ligne; Greece, Hellenic Air Line Crews Association; Holland, Dutch Air Line Pilots Association, and KLM International Pilots Association;

Iceland, Icelandic Air Line Pilots Association; Ireland, Irish Air Line Pilots Association; Israel, Israeli Aircrew Association; Italy, Associazione Nazionale Piloti Aviazone Civile; New Zealand, The New Zealand Air Line Pilots Association, Inc.;

Norway, Norske Ruteflygeres Forening; Philippines, Air Line Pilots Association of the Philippines; Rhodesia, Pilots Association of Central Africa; South Africa, South African Airways Pilots Association; Sweden, Skandinavisk Flyg Personal Forening;

Switzerland, Aeropers, and Foreign Pilots Association in Swissair; United Kingdom, The British Air Line Pilots Association; United States of America, Air Line Pilots Association, International.

Externally, the object of the Federation is to provide a democratic body capable of presenting to international organizations pilot opinion in the fields of conditions of service, international legislation, technical development and standards of safety.

Internally, the objects are to provide a forum for discussion among pilots of all matters of common interest, to facilitate the exchange of information and advice on technical and labour problems, to advance the professional status of the pilot by encouraging progress in his technical standards and to foster goodwill and comradeship among pilots of the world.

The headquarters of the Federation are in London. The President of the Federation for 1957-58 is Mr. C. N. Sayen (American Air Line Pilots Association), the Deputy President is Captain P. E. Bressey (British Air Line Pilots Association), the Secretary is Mr. D. Follows (Secretary of the British Air Line Pilots Association) and the Technical Secretary is Captain C. C. Jackson.

20,000 Members

During the 1958 conference pilot associations were admitted from Austria, Brazil, Costa Rica, Ecuador, and Peru, bringing the countries represented to 29—the pilots associations to 31. IFALPA now represents some 20,000 air line pilots throughout the world.

The growth of the organization and administrative experience indicated that certain changes were desirable and at the Bogota meeting the by-laws were amended to require that the Secretary and Treasurer be members in good standing of an association affiliated with the Federation. This has the effect of assuring that the management will be kept in the hands of active pilots. The position of Executive Secretary and three new regional vice-presidencies were also created. Previously the Regional Vice-Presidents had been elected for areas exactly corresponding with those of ICAO but it was believed that more efficient coverage could be attained by making certain additions.

DELEGATES attending IFALPA Conference in Bogota. From left: Capt. F. Jamarelle, Belgium; Capt. E. A. Jackson, Ireland; Capt. J. Berteski, Holland; Capt. J. F. Foy, president of CALPA; Capt. W. J. Rodgers, Canada; Capt. A. F. Emmerick, Australia, and Capt. R. Schreiden, Belgium.

Unfortunately for the Federation, the British Air Line Pilots Association gave notice that due to the requirements of that group, Mr. D. Follows, their secretary, and the man who as secretary of IFALPA, has contributed so much to its work and growth, could no longer be spared and other arrangements would have to be made. It is the hope of all those who know Mr. Follows that it will not be necessary for him to completely disassociate himself and that he can be available at times to at least lend advice.

Captain C. C. Jackson, an ex-BOAC pilot, retired for visual difficulties, who has been doing an extremely able and industrious job as Technical Secretary, has now been given the much more encompassing position of Executive Secretary.

Returning once again to the question of why there is a necessity for such an international organization and why affiliation is desirable, it should be pointed out that the International Civil Aviation Organization (ICAO) is more and more determining the operational requirements and setting the policy for world-wide aviation, and in some areas it is practically the only guide to national requirements.

The most important work of IFALPA at the present time is undoubtedly being done in connection with making pilot opinion felt, and be heeded, when ICAO is arriving at decisions. We who operate in South America, and the same is true in other parts of the world, would find it extremely difficult to impress our ideas on local authorities were it not for the stature which IFALPA has now attained, making it possible to have them incorporated in regional plans.

Representation

During the 1957-58 year, the Federation was represented by 23 observers at 11 international meetings. The work of IFALPA representatives is becoming more and more evident in the results of ICAO panels and meetings.

Many pilots are carrying on this type of work and it is an injustice not to name them all but to illustrate what is being accomplished, perhaps it is not out of place to point out that Captain Masland had much to do with shaping the findings of the Jet Operations Requirements Panel (JORP); Captain Arthur has had a great deal to do with the ICOA R/T Procedures Manual and Captain Arnold-Boakes is currently drafting Standard Phraseologies for PANS-RAC. IFALPA has full observer status at ICAO meetings and the views put forth are welcomed and given a great deal of weight.

In the opinion of the writer, IFALPA representation at these meetings and active participation in the deliberations resulting in rule making cannot be overemphasized. The alternative is to allow communications people, meteorologists, operations officials and others to formulate the rules and regulations which will govern our flying. Expense will undoubtedly prevent the Federation from fielding delega-

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Organization, Procedures Of IFALPA

By R. L. Tuxbury, UAL
Secretary, ALPA

IN ORDER to understand the functioning of IFALPA at its annual Conference, it might be well to briefly outline the basic organization and procedures the Conference works under.

IFALPA is now made up of the pilot associations from thirty countries. These associations send delegates to conferences, or in rare cases, are represented by proxies. Each pilots' organization throughout the year has the privilege of placing on the agenda any item which it wishes discussed, along with any recommendations they may have for the establishment of IFALPA policy in obtaining an international standard.

These items are supported by working papers which have been compiled by competent representatives who have worked on these particular subjects for their own association, and in many instances, have represented IFALPA at ICAO.

Committee Work

The agenda items are placed into rather broad categories, and subcommittees are appointed to study and make recommendations to the Conference as to the proper position IFALPA should take on these matters. The Conference in plenary session then votes on whether or not to adopt the policy.

If the vote is to adopt the policy, then each nation is asked to ratify it. In order for it to become IFALPA policy, it must be raitfied by *all* member nations. In any instance where the delegate has some question as to whether or not his association can ratify it, he is allowed ninety days after the Conference to determine whether or not his Association desires to ratify.

It was the writer's privilege to serve on the subcommittee on aerodrome aids, rules of the air; air traffic control; and search and rescue. The subcommittee included delegates from the United Kingdom, Canada, Australia, New Zealand, Holland, Switzerland, Brazil, Costa Rica, Colombia and Bolivia. Some of the less controversial issues which this committee considered and their recommendations which were lated adopted and ratified are the following:

1. **Angle of Approach Indicators**

Among these indicators is the present mirror or "meat ball," approach device used on our present aircraft carriers. It is presently being installed on many of our military fields with excellent results in lowering the number of undershoots and overshoots. IFALPA recognizes its assistance to pilots and supports its further installation and development.

2. **Runway Alignment Beacons**

These are visual beacons installed at low density airports some distance from the end of the instrument runways particularly in mountainous terrain where there is not presently any system of approach lights. IFALPA's position is that these should be located at two or three miles from the threshold of the instrument runways, but if this should be impractical, the limits may be extended to one to four miles respectively.

3. **End of Runway Warning Lights**

Considerable discussion took place as to just how far from the end of the runway these lights should be installed; however, the Conference adopted as policy that the instrument runway should be provided with end of runway warning lights sited at a standard distance from the far end of the runway. The form of lights and the standard distance should be determined by further study.

4. **Narrow Gauge Runway Lights**

Here again a great deal of discussion took place as to just what the longitudinal spacing of narrow gauge runway lights should be. There was complete agreement that this spacing should be standardized. It appeared proper to leave the determination of this distance up to the experts in the field after there has been further study and more experience gained.

5. **Aerodrome Fire Fighting Equipment**

It was called to the attention of the Conference that ICAO had removed from the airport operators the responsibility for insuring that adequate fire fighting and, search and rescue facilities be provided at international airports and alternates. It was felt that this might result in a lowering of the safety standards at certain airports. It was, therefore, adopted that all member associations be requested to carry out a physical check of these facilities at a representative number of international airports in their country and also the number organizations endeavor to improve those facilities found to be deficient through contacts with their governments. A procedure is also provided to check on those countries into which member associations operate but which countries do not have member organizations in

IFALPA. The Conference further directed that in a case where negotiations between a member organization and the state failed to correct deficiencies, collective action could be taken by the member organizations.

Visual Flight Rules

By far the most important and most time consuming item before our Committee was the one on visual flight rules. It should be pointed out these discussions and the action taken all took place before the recent Las Vegas and Brunswick mid-air collisions occurred.

Below is quoted, for your information, the policy adopted by IFALPA:

"RESOLVED THAT IFALPA adopt as policy the ultimate goal that all IFALPA organizations will fly 100 per cent IFR, and that in so doing positive separation will be afforded to all aircraft."

NOTE: This might best be accomplished by Member Organizations working with their government, and IFALPA co-ordinating these efforts through ICAO.

"BE IT FURTHER RESOLVED THAT the Federation adopt as policy the principle that VMC (Visual Metrological Conditions) climbs, VMC on top, and VMC descents should not be acceptable as part of an IFR clearance."

It is currently recognized by IFALPA that this could not be accomplished overnight and would undoubtedly have to come about on a step by step basis.

It can easily be seen from the above that it would not be a simple matter to reach agreement on many of these items without considerable debate and some compromise. In our profession, it is imperative that we continue to expend our utmost effort to obtain standardization of all of our procedures throughout the world. IFALPA working through ICAO certainly appears to be the vehicle to accomplish this ultimate goal.

Impressed

I would like to point out that one could not work with an organization such as IFALPA without being impressed with the sincerity, forthrightness and thoroughness that the pilots of these nations of the world exemplify when they meet in their annual conferences.

In these days one hears so much about summit conferences as the panacea for world problems. I think we should also consider a little grass roots diplomacy for the long haul solution. world sit down and rationally discuss their mutual problems with a conscientious objective in mind of finding an equitable solution. It has met with measured success in the past and I am sure will enjoy greater success in the future.

It is suggested it might be worth the consideration of our highest diplomats to encourage and support these types of international conferences among all labor and professional organizations.

BOGOTA Terminal Building is nearing completion and will be one of the most modern in the world. This architect's conception shows the modern design of the structure and the well planned loading ramps, access areas.

SOCIAL hour during the IFALPA Conference in Bogota. Pilots from throughout the free world found mutual interests in the progress of air line flying. From left this party is Capt. and Mrs. A. B. Freeman, Mrs. and F/O Haracio Luna, and Capt. R. L. Tuxbury, secretary of ALPA.

On Air Cargo

C. E. Woolman, Delta Air Lines president, told the 13th Annual Mississippi World Trade Conference that: "This country cannot afford a second rate air transportation system any more than it can afford a second rate Air Force."

Speaking on "Air Cargo's Role In International Trade," Woolman termed air cargo a vital factor in world economy. He further declared that air cargo "is off the ground and climbing steeply," and predicted that jet aircraft will stimulate the growth of both domestic and international air freight, creating a new concept in the distribution and marketing of goods.

Woolman noted also that an "economically sound, financially healthy airline industry is vital to the commerce, the post service, and to the national security, and added: "Inspiration, and above all vision is needed on the part of those who control the destiny of the nation's air transportation system."

IFALPA Grows In South America

By L. Homer Mouden
BNF

THIS marks the first time any IFALPA Conference was held in South America and represents only the second year at which any South American Pilots Association has been a member of IFALPA. Argentina, Colombia, and Cuba joined the Federation at the Athens Conference in 1957.

The tremendous growth and development of the organized pilots in the Latin American countries is well indicated when it is noticed that of the five associations joining the Federation at this Conference, four of these came from South America. The new pilot organizations becoming affiliated with IFALPA are Austria, Brazil, Costa Rica, Ecuador, and Peru. In addition, observers from Bolivia and Chili were present.

A review of the work accomplished as the Conference gives an indication of the many hours of work required in conference, subcommittee, and special working groups' activities. The Conference was well organized thru the efforts of Associacion Colombiana de Aviadores Cibildes (Colombian Pilots Association) and the Military government of Colombia, with an assist from the American Embassy in providing some of the fine clerical help.

Following the official opening exercises, the president of IFALPA, Clarence Sayen, brought the assembled representatives down to the realization of the work before them by pointing up the specific problems that face the organization during the coming year. In presenting the president's report, Mr. Sayen paid tribute to the officers and staff of the Federation and to the special projects pilot representatives who have represented IFALPA at the various worldwide Conferences and meetings.

In commenting on the evidence of the fine work done by the Colombian Pilots Association in setting up the Conference, he went on to point out how fitting it was that the Conference should be held in Colombia, which was the first place of commercial aviation in the western hemisphere.

He also pointed out what a terrific contribution aviation makes to the economy of the people of Colombia, as in most of South America, and that the interest and importance of aviation was recognized by the delegates and observers from South American countries who were present at the Conference.

Pilots International

In discussing the purpose of the International Federation of Air Line Pilots Association, Mr. Sayen stated: "The purpose of the Federation, as I see it, is exactly the same as the purpose of each member Association. It is to represent pilots; present the pilot viewpoint. We must give the pilot opportunity to speak out in international circles as an organized group and be able to put into the field representatives who can say with reliance, 'I speak for the pilots of the world, and this is what they want — this is their view.'"

Later sessions indicated that the pilots represented were in complete agreement with Mr. Sayen, when he went on to point out, "I do not think we should go too far beyond this. We should not attempt to become experts in all fields. We represent pilots, and therefore we represent the pilot's view — not the view of the mechanic, or the view of the dispatcher, or the expert on traffic control. We define the problems as a pilot, so that International organizations dealing in aviation look to us for one particular viewpoint — the pilot's viewpoint."

Perhaps the greatest single truth of the entire Conference was indicated when Mr. Sayen stated, "I am convinced that at the present time what we need in the aviation world is not so much a solution of our problems, but implementation of the solutions we have reached. We sit and debate at great length in International Forums about our problems, and we have found solutions to many of them, but we have not implemented these solutions.

"For example, we determined upon a standardized system for approach lights, but 10 years later we have no approach lights. We determined a standard for airports, but you go all around the world and still find airports which meet no standards. We determined on fire fighting equipment for airports, but I almost defy you to find an airport which has this equipment."

The pilots must take leadership in order to obtain implementation of many of the solutions that have already been reached. In summarizing the work of the Federation, Mr. Sayen pointed out that IFALPA could only be as strong as its member Associations and that it could in no way substitute for their own Association.

He pointed out that problems which to be magically processed through IFALPA except as the member organizations are strong and can gain ad-

ditional strength through IFALPA. He concluded by surveying the growth of IFALPA; pointing up its tremendous future. He pointed out that it was a unique organization among International organizations and, as such, has the opportunity of doing a tremendous amount of good, not only in the aviation field, but in International affairs at large, but that this could be accomplished only by putting forth sufficient work to meet the challenges before all of us.

Social, Welfare Aspects

In previous years, necessity has dictated that most of the Conference's activities be placed—emphasis be placed—upon technical activities. The technical aspects of IFALPA are now pretty well organized, and the Federation is able to turn more attention to the social and welfare aspects of the pilots' organizations throughout the world.

Some of the items concerning airworthiness dealt with engine icing, provisional acceptable means of compliance (PAMC), accident investigation, automatic feathering devices, and a definition of over-water flights.

It is considered that the Conference established a very realistic policy in deciding an over-water flight as "any flight in which an aircraft can either crash in water or could be ditched."

Since pilot experience indicates that there are very few major airports in the world in which an airplane could not have an unwanted landing, the ICAO and most government definitions of over-water flights have been considered to be completely unrealistic.

Action Needed

The Conference noted the deficiencies in inter-navigation equipment, aids, and facilities and the non-implementation of agreed ICAO plans and policies throughout the world and made it a matter of record that the Federation strongly urge ICAO to place more emphasis on implementation of present policies than on the initiation of new work programs.

The IFALPA Conference also endorsed the concept of support to the United Nations through the display of the seal of the United Nations and urged all operating companies represented by IFALPA pilots to display United Nations' seal on their aircraft.

The closing business of the Conference was the election of officers for 1958 and 1959, which resulted in the re-election of C. N. Sayen, ALPA president. Captain E. C. Miles of BALPA was elected deputy president, replacing Captain P. E. Bressy, who has indicated his desire not to be considered for re-election. A change in the Constitution and By-Laws placed the offices of secretary and treasurer available only to pilots, and resulted in the election of Captain E. A. Jackson, Irish Air Line Pilots Association, as secretary, and W. F. Bellisk, Dutch Air Line Pilots Association, as treasurer. Captain C. C. Jackson was appointed as executive secretary of IFALPA, and Mr. Dennis Follows was appointed Conference secretary for the coming year.

The Regional Presidents were as follows:

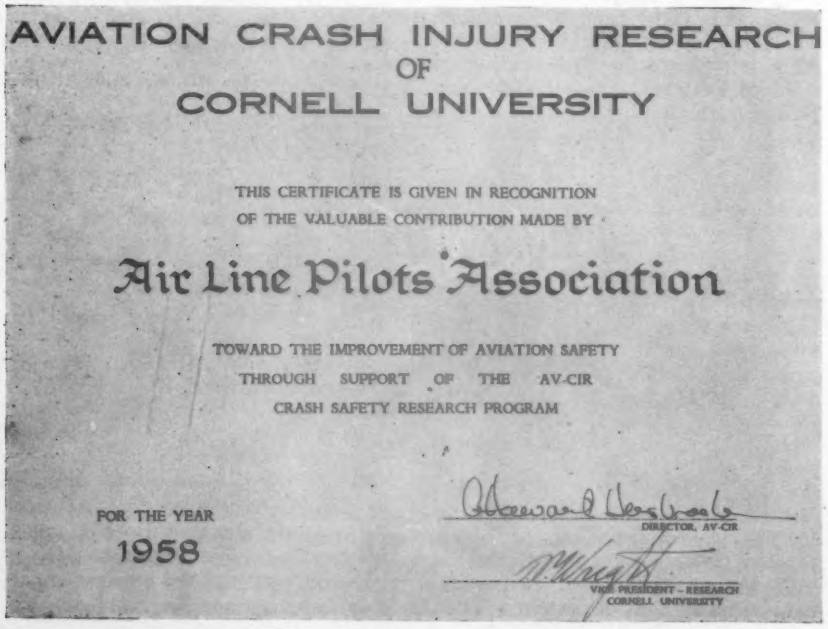
L. Arthur, Africa & Indian Ocean, BALPA; A. Trujillo, Caribbean, Asociacion Colombiana de Aviadores Civiles; J. Rivalant, Europe & Mediterranean, SNPL; S. Tourcomanolis Middle East, Hellenic Air Line Crews Association.

STREET scene in Bogota, Colombia, where 13th IFALPA Conference was held.

J. Foy, North America-Arctic, CALPA; W. Masland (PAA), North Atlantic, ALPA; D. Leonard, North Pacific, ALPA; F. Sterling, South America, ALPA.

S. Lindsay, South Atlantic, FAMA; A. J. O'Brien, South-East Asia, Air Line Pilots Association of the Philippines; J. Morton, South Pacific, Australian Air Pilots Association.

The Conference for 1959, is scheduled to be held in Helsinki, Finland, March 10-17, inclusive. It is anticipated that IFALPA will see continued growth in member organizations by the end of the 1959 Conference.


AVIATION CRASH INJURY RESEARCH
OF
CORNELL UNIVERSITY

THIS CERTIFICATE IS GIVEN IN RECOGNITION
OF THE VALUABLE CONTRIBUTION MADE BY

Air Line Pilots Association

TOWARD THE IMPROVEMENT OF AVIATION SAFETY
THROUGH SUPPORT OF THE AV-CIR
CRASH SAFETY RESEARCH PROGRAM

FOR THE YEAR
1958

DIRECTOR, AV-CIR

VICE PRESIDENT - RESEARCH
CORNELL UNIVERSITY

Close Fit

Tolerances between the bearing and shaft of a modern gyroscope are closer than those between a human eye and its covering. And a speck of soot could cause friction between the two parts making them inoperable just as the same speck could affect the human eye. Production of precision components has placed manufacturing demands on the aircraft industry unexceeded in any other manufacturing process.

Third Crew Member Pilot Qualified Resolution

By C. C. Spencer, PAA
Vice-President, ALPA Region I

THE 13th annual conference of the International Federation of Air Line Pilots Associations (IFALPA) convened in Bogata, Colombia, under the able direction of Captain P. Uribe, and his fellow pilots of AVdeAc, the host association.

All delegates were quartered at the Military Club, a striking new building located on the outskirts of the city, and the conference itself was held there. Sixty-seven delegates representing thirty-two countries, together with accredited observers, were in attendance. Pilot organizations from Brazil, Costa Rica, Peru (and many others) were welcomed to membership in the Federation which now speaks at the international level for more than 20,000 airline pilots of the free world.

Indicative of the growing stature of IFALPA in the eyes of government circles were the several receptions given by the Embassies of several countries and the attendance at the conference of numerous observers.

Thirty-five agenda items were considered and acted upon, which constitute policy of the Federation.

Highlights of major resolutions and actions include:

▸ Crew Complement

"Whereas, present operational practices in regard to crew complement do not always comply with the "fail safe," concept utilized in the design of aircraft and their components and in the promulgation of operating practices so that in the event of the incapability of a flight crew member and adequate crew member is not provided . . .

"Whereas, the increased demand of larger, faster and more complex aircraft particularly in the areas of navigation, air traffic control, communication, and so forth, make it necessary that a minimum of 2 fully qualified pilots be at the controls at all times . . .

"Therefore, be it resolved that a minimum of 3 flight crew members shall be a mandatory requirement for all turbo-prop aircraft above 80,000 pounds, and on every turbo-jet aircraft, and . . .

"Be it further resolved, that IFALPA considers it desirable that the 2 mandatory flight crew members be pilots qualified to fly the aircraft and we endorse this concept accordingly."

▸ Co-Pilot Airman Certificate

There shall be established a Co-Pilot Airman Certificate. To qualify for such certificate, a pilot shall have at least 1,000 hours experience of dual and solo flying as a pilot if acquired in aircraft of less than 12,500 lbs., or at least 750 hours of dual and solo flying experience if 500 of such hours are acquired as a pilot in aircraft in excess of 12,500 lbs.

To satisfy of the provision, a licensed airman with an instrument rating serving in a flight crew capacity other than first or second in command may log not to exceed 50 per cent of his flight time toward such minimum 1,000 hours requirement.

Any individual serving as second in command on an air line transport shall possess a valid and current type rating or endorsement on the aircraft on which he is serving and that he undergo periodic proficiency checks to maintain such rating on a current basis.

▸ Legal Status Of Aircraft Commander

"Whereas, the legal status of the aircraft commander has been under the active consideration of IFALPA for many years, and . . .

"Whereas, in spite of the work done on this issue and of repeated approaches made to ICAO in order to obtain legislation on this subject there has been no such legislation forthcoming . . .

"Be it resolved, that this conference express its grave concern about the lack of action on this matter, and . . .

"Be it therefore resolved, that member organizations approach their Governmental regulating authorities to endeavor to obtain their support in this connection and to urge them to treat this matter with the utmost expediency."

▸ Civil Liability Of Pilots

"Be it resolved, that a captain of an aircraft or any pilots under his command, shall not in principle be held liable for loss of or damage to property, cargo and valuables carried in the aircraft under his command or entrusted to their charge either by passengers or as freight, or for death or injuries to passengers or third parties or employees resulting from accident or otherwise either in the air or on the ground or upon the water, and that in so far as he or they might nevertheless be held liable this liability shall not exceed that of the operating company and shall be fully covered, either contractually by the operating company

or by an insurance policy taken out by the operating company . . .

"Be it further resolved, that member associations seek the adoption of contractual provisions in agreements with air carriers or other suitable means to accomplish recognition of this policy."

Other agenda items included:

- Mixed crews on interchange equipment.
- Flight time and duty time limitations.
- Search and rescue procedures.
- General acceptance of positive air traffic control.

Probably no other profession of our time has the international aspects of the Air Line Pilot. Several hundred of our ALPA members daily operate flights into and over nearly every country of the free world, coming in contact with operational details and problems which require an international organization to consider and solve. Pilots of other national and international airlines operate over many of these same routes and into our own country, and have the need for the same consideration. Captain Charles Dent, UAL, presented to the conference his proposal for recognition of the principles of the United Nations as a symbol of peace for the world. The conference approved this principle and adopted this Resolution.

The Officer structure of the Federation was changed to require the election of line pilots to the offices of Secretary and Treasurer. This now gives IFALPA an officer structure along the lines of ALPA.

Elected for the forthcoming year were: Captain E. C. Miles, BALPA, Deputy President; Captain E. A. Jackson, Ireland, Secretary; and Captain W. Bellink, Holland, Treasurer. Re-elected term as President was Clarence Sayen, ALPA.

New Post

Appointed to the newly created staff post of Executive Secretary was Captain C. C. Jackson. This new post combines duties formerly performed by the General Secretary and the Technical Secretary, which posts have been disolved under the new structure.

This new pilot officer and staff setup marked the passing from office of Mr. Dennis Follows who has served faithfully and energetically since the inception of IFALPA, ten years ago as Secretary-Treasurer and champion of air line pilots. Mr. Follows has been General Secretary of the British Air Line Pilots Association for many years and will continue to devote his full time to that position.

The conference in further consideration of the expanding picture of international aviation and the forthcoming jets, created three additional Regions and elected Regional Vice Presidents. These regions are designated to coincide with the Regions of the International Civil Aviation Organization (ICAO) and the Regional Vice Presidents co-ordinate the activities of IFALPA within their regions.

Named to these offices are: W. M. Masland (ALPA), North Atlantic; J. M. Foy (CALPA), North America-Arctic; J. Rivalant (SNAL), Europe; S. Tourcomanolis (HALCA), Mediterranean; L. Arthur (BALPA), Africa; J. Morton (AAPA), Australia; D. Leonard (ALPA), North Pacific; A. J. O'Brien (ALPAP), Philippines-South Pacific; A. Trujillo (ACDEAC), Caribbean; W. Lindsay (Argentine), South Atlantic; and F. T. Sterling (ALPA), South America.

ALPA will be represented at future conferences where the voice and ideas of professional air line pilots are heard by many pilots who devote a large part of their free time in furthering our profession.

Also scheduled are several study group meetings, where the many problems are discussed and lines of action will be laid down.

CANADIAN delegates to the IFALPA Conference in Bogota ponder a question before the assembly of air line pilots from throughout the world. They are, from left: Capt. W. J. Rodgers, Capt. J. F. Foy, and Capt. A. B. Freeman.

Safety Awards

Twenty-nine U. S. air lines were honored last month by the National Safety Council for outstanding 1957 safety records.

Award classes are:

Award of Honor—100,000 aircraft hours.

Award of Merit—10,000 to 100,000 hours.

Certificate of Commendation—under 10,000 hours.

Hours are cumulative, so that a small air line eventually can achieve the top award. The award is based on plane hours—number of hours in the air—rather than passenger miles.

The winning air lines were:

Award of Honor: Allegheny Airlines, Braniff Airways, Continental Air Lines, Eastern Air Lines, National Airlines, Northwest Airlines, Pan American-Grace Airways, Southern Airways, Trans World Airlines, United Air Lines.

Award of Merit: Bonanza Air Lines, Caribbean-Atlantic Airlines, Central Airlines, Hawaiian Airlines, Lake Central Airlines, Los Angeles Airways, Mackey Airlines, North Central Airlines, Northern Consolidated Airlines, Ozark Air Lines, Pacific Northern Airlines, Reeve Aleutian Airways, Southwest Airways Co., Trans-Pacific Airlines, Trans-Texas Airways, West Coast Airlines.

Certificate of Commendation: Chicago Helicopter Airways, Cordova Airlines, Uraba, Medellin & Central Airways.

The 1957 passenger death rate was .12 deaths per 100 million passenger-miles for domestic operations only. It marked the sixth consecutive year the rate was less than 1. The lowest rate on record was .09 in 1954.

Four fatal accidents occurred in domestic operations in 1957, costing the lives of 34 persons—31 passengers and 3 crew members.

United Nations Emblem In The Sky Throughout The World Is Result Of Airliner Crew's Determination To Work For Universal Understanding Of Peoples

WHEN Capt. Charles Dent of United Air Lines, and his crew learned of the tragic end of the Hungarian revolt in 1956, they realized how vulnerable the American people were in event of another war and that U. S. citizens as individuals were doing little toward preventing a human struggle more deadly than any before in history.

The captain and his crew decided they would try to start a "grass roots," appeal for worldwide peace and they came up with the idea of bringing the UN insignia before every possible person to remind them that the organization stands for peaceful settlement of humanity's warring tendencies.

Since, the idea has become action with surprising success, best described in the following story reprinted from the United Nations Review:

". . . *so that this may not happen again*"—this is the caption.

The picture is of a dead soldier, lying face down, one arm hanging limp over his gun, the fingers of the other hand clutching stiffly at the ground.

Such a simple drawing dramatically symbolizes the purpose behind a program of support of the United Nations which has been initiated by one commercial air line, has been widely accepted within the air transport industry and has received the strong endorsement of the United Nations.

The visible demonstration of such support will be the United Nations emblem itself, together with the initials, "UN," and the affirmation, "We Believe," which many air lines of the world may some day carry wherever their planes fly.

Plan Has Significance

"A program such as this, originating with the men who fly the planes and the men who run the air lines of the world, can come to mean a great deal in strengthening support for the work of peace and understanding through the United Nations," stated Andrew W. Cordier, Executive Assistant to Secretary-General Dag Hammarskjold, in a letter to Captain Charles C. Dent, of Allentown, Pennsylvania, chief sponsor of the idea.

Captain Dent, who has piloted planes for seventeen years in war and peace, believes that such a public reaffirmation "of our belief in the purposes and principles of the United

CAPT. CHARLES DENT, UAL, poses with official emblem of United Nations for air carriers throughout the world. His air line was the first to carry U.N. insignia after Dent and his crew conceived the plan.

Nations," might be a positive contribution toward lasting peace. His own company, United Air Lines, has affixed the United Nations emblem to its planes, just beside the passenger entrance where it may be seen by all who go aboard.

The picture of the dead soldier is contained in a leaflet entitled, "The Airlines and the United Nations," which will be available to every passenger of a United Air Lines plane and undoubtedly will serve for other air lines which will also participate in the program.

"We have placed the emblem of the United Nations on our aircraft," the leaflet explains. "We have done so in order to reaffirm our belief in the principles and purposes of the United Nations as set forth in the Preamble to the Charter.

Good And Vital Cause

"The emblem and this brochure represent participation in a program designed to enlist the support of all people in behalf of the United Nations. There is no guarantee that what we are doing will work any miracles, but there is a hope we will be helping a good and vital cause.

"We are glad to think that you, the traveling public, who daily express confidence in our services, will also share in our desire to support the United Nations as an indispensable instrument of peace and justice."

The leaflet gives the text of the Preamble to the Charter and these significant quotations from President Eisenhower, Former President Truman and Henry Cabot Lodge, Jr., permanent representative of the United States to the United Nations:

"I propose that we should rededicate ourselves to the United Nations, its principles and purposes and to our Charter obligations"—President Eisenhower.

"The international forum provided by the United Nations for the open discussion of all difficulties is our best means of keeping the peace of the world"—Mr. Truman.

"War would be inevitable if the United Nations disappeared" — Mr. Lodge.

The leaflet adds that information on how the reader may take part may be obtained from the Industry Participation Division of the United States Committee for the United Nations at 45 East 65 Street, New York City.

The idea for thus demonstrating support of the United Nations originated about a year and a half ago on a flight from Denver to New York when Captain Dent, his copilot, Richard Munger, and his flight engineer, James Dunn, were reminiscing about their war experiences and were wondering what they could do as individuals to promote world peace.

Discussing the plan with air line personnel in Europe and the United States in the months which followed, the three enthusiastic airmen encountered a favorable response which encouraged them to approach air line presidents and board of directors.

Endorsed By IFALPA

The program has been endorsed by the International Federation of Air Line Pilots Associations, representing pilots of thirty-two different countries, and by the Air Line Pilots Association of the United States. The International Air Transport Association, representing seventy-nine international air line companies, and the Air Transport Association of America, representing forty air line companies, have agreed to coordinate the program among those carriers which wish to participate.

Meanwhile, Captain Dent received a $5,500 bonus from his company for a skillful and safe crash landing at Los Angeles when he was unable to lower the plane's landing gear; he donated the entire amount to the United States Committee for the United Nations to help promote the program.

"Because we have great faith in his plan," wrote Stanley M. Rumbough, Jr., National Chairman of the United States Committee for the United Nations, to Stuart Tipton, President of the Air Transport Association, "it is our intention to give him as much help and support as we can in this project."

"Yes, but remember, we don't have an ALPA representative to solve our problems for us!"

The United States Committee asked Captain Dent to serve as a member of its Executive Committee as a symbol of its wholehearted support of his "basic concept for marshalling the support of American industry behind the principles of the United Nations."

The United States Committee also established a new division—the Industry Participation Division, headed by Roger Enloe as Director—whose function will be to develop and administer a program for the extension of the project to all branches of industry and commerce. Already, even before the program is fully in operation, much interest has been aroused as a result of newspaper articles which have appeared, and many inquiries have been received as to how commercial firms and individuals can assist.

Other Industries Use

Captain Dent hopes that the use of the United Nations emblem along with the affirmation, "We Believe," will be extended to many industries in many countries throughout the world. He already has had an indication that several steamship companies may endorse the plan, and other firms and individuals are requesting permission to use the emblem in various ways.

He regards such an emblem of peace on the planes of today as a worthwhile peacetime contrast to the emblems used during wartime—those of enemy aircraft shot down in battle.

"Pilots are in some ways citizens of the world who know that international cooperation is vital to international security, for the safety of passengers and the peace of the world alike," he says. "We as individuals must do our part in trying to build international understanding and a will for peace."

John Hoving, Vice-President of the Air Transport Association of the United States, wrote to Captain Dent:

"I think that the program gives us a unique opportunity to demonstrate to the public the usefulness of air transportation: it would be specific evidence of the contribution the air lines can make to creating 'a world of neighbors.' It would help to promote international good-will and understanding. And, in working for a 'world of neighbors,' it would help to implement our basic public relations theme that 'the air lines are vital to the public they serve.' "

Clarence N. Sayen, President of the Air Line Pilots Association of the United States, wrote to Captain Dent:

(Continued on Page 33)

An Author Looks . . .

At The Brotherhood Of The Air

By Howard G. Kurtz, Jr.

AS official government aeronautical representatives from 45 nations, on both sides of the Anxiety Curtain, met in the 51st general conference of the Federation Aeronautique Internationale dedicated to the theme: "The Humanities of Aviation in the Missile and Space Age," there was one overwhelming message that pioneering airmen have captured, perhaps in time to bring sense and safety to nations on the ground now on the verge of fatal collision in air-atomic war.

When man first found himself flying an airplane, blind, in a cloud he entered an age of intense new anxiety never experienced before by man . . . and he learned a crucial lesson.

Flying blind in a cloud the pilot realized grimly that he was blind and that other pilots also were flying blind in this same cloud. He could not see them. They could not see him.

On land or sea man had been able to slow down or stop, to bring down the sails, heave out the anchor, put on the brakes, to save his skin in such emergencies. But in the air the pilot could not slow down. His plane had to hurl forward at new high speeds just to stay aloft. The other pilots could not slow down, either. Hurling toward each other at breakneck speeds deeper anxiety intensified with the realization that, should collision occur, it would happen in the twinkling of an eye . . . no time for evasive or defensive action. It would be all over before the brain could register the warning.

Limited Time

Ever greater anxiety generated with the realization that there was only a limited length of time in which to solve the problem. Each gas tank carries only a specific number of minutes of flight. The pilot could not sit and wait as earthbound man had been able to do.

But even greater levels of fear built up. It was the realization that if collision should occur, without warning, BOTH sides were dead. No one walks away from midair collision.

In this new oven of anxiety man found himself flying in, in the early days, a change took place as surprisingly as the release of atomic energy in the new intense temperatures and voltages of scientific laboratories.

Among airmen in this cloud, all the things that men used to find to disagree about, to hate about, to fight about, to kill each other about, began to melt away. If you are flying one airplane in this cloud, and I am flying another, it no longer makes any difference what church you or I go to . . . what political party you or I represent . . . what color your skin is, or mine . . . what nationality your passport, or mine . . . whether I like or understand you, or whether you like or understand me. These things no longer matter. We BOTH will be dead if collision is allowed to occur.

Something else melted, too, in this high voltage of fear. The thing called "self interest," which some civilizaitons have built up almost into a religion, began to melt into a new and better shape.

No Distinctions

It no longer is possible to make any distinction in this cloud, on the verge of final extermination through accident, between my own selfish concern for my own safety, and my equal concern for your safety. Everything I do for my safety also assures your safety.

Neither can I pretend to be selflessly concerned only with your safety, and not my own, because whatever I do to assure your safety, I do simultaneously to assure my own. We have met in common anxiety and common concern for common safety.

This is what all major world religions have been trying to hammer through the thick skulls of human beings for centuries. This is the meaning of the Golden Rule taught by all religions. This is what it means to LOVE THY NEIGHBOR AS THYSELF. Airmen have learned the hard way, and have proven beyond doubt, that any lesser policy is unsafe. This is the proper moral way of life.

Airmen in all parts of the world reacted in similar patterns to this new crisis. They created a limited, higher authority, called Air Traffic Control, with superior power in the narrow channel of preventing collision. It was not world ownership of the airplanes. It was not world law for all pilots. It was *limited* higher authority.

The pilot remains in sovereign control of his own plane and passengers (if he does not deem it advisable to wait an hour in the pattern over the airport before his permission to land will be given, he can decide to go to some other airport where the sun is shining). But, if he decides to proceed toward possible collision, he turns himself over to higher authority.

Air Traffic Control, enforceable safety discipline, has transformed air travel from the final hazard strewing wreckage all across the landscape, into the kind of disciplined safety in which 100,000,000 passengers this year will

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NEEDED:
Dynamism In Aviation Agencies

Flight Safety Foundation Director Points Out Obsoleteness Of Aeronautical Laws, Endorses New System

(Text of remarks by **Jerome Lederer,** *director of Flight Safety Foundation, Inc., and Cornell-Guggenheim Aviation Safety Center, upon receiving Monsanto Aviation Safety Award for 1957, from the Aviation Writers' Association at the AWA National Convention in Houston, Tex.)*

A FEW weeks ago the United States celebrated the 20th anniversary of the establishment of the Civil Aeronautics Act of 1938. Under this act, the aviation industry has successfully met two challenges: public acceptance of aviation, on which its economic future depends, and safety.

In 1938, only a little over a million passengers rode the air lines. This year over 49 million passengers are expected. In 1938, the fatalities per one hundred million passenger-miles was 4.5. Last year it was 0.2. The number of aircraft in general use in 1938, was close to 11,000 of which 183 were involved in fatal accidents. Last year the number was over 67,000 of which about 360 were involved in fatal accidents.

Lederer

As highways become more congested, as more aids to navigation are installed and more landing areas built, an ever-growing number of people will seek the air in preference to the hazards of the road. But the Civil Aeronautics Act of 1938, was designed for a different breed of aircraft than we are now on the threshold of using. The cruising speed of the air transports of 1938, was less than many of the privately-owned aircraft of today.

Three Times As Fast

The new transports will fly three times as fast, three times as high, descend 10 times as rapidly, weight 12 times as much and carry up to 10 times as many passengers as those of 1938. They will be equipped with an entirely different kind of power plant. They will cruise in the same air space as military jets and in climb or descent will use the same air space as all other aircraft.

Added to this new development is the growing use of helicopters and, in a few years, of steep takeoff and landing aircraft. These should enable the air lines to penetrate the short haul market as successfully as they have taken over the long haul passenger market.

The new dynamism in aviation will have to be matched by an equal dynamism in Washington. Aviation is so closely tied to regulation that it cannot accelerate with decisions that have to be jointly made by the CAA and CAB. A single independent agency should be able to act faster, carry more weight in the halls of Congress and with the Budget Bureau than the existing two agencies—one of which operates under another governmental department which has many other interests. The other, though independent, is beset by a combination of technical and economic problems that (with the best of intentions) tends toward a lack of concentration on objectives that require continuous attention and proper decisions based on factual evidence accumulated with the utmost dispatch.

Committee Policy Outmoded

In short, the Civil Aeronautics Act as amended is no longer geared to aviation's jet age. A new federal agency is required. The aviation industry has long recognized the

need to modernize its air traffic control system. Until 1956, the industry failed to sell the Budget Bureau and Congress on the importance of technical corrective action by its placing confidence in the ability of some 75 committees to solve the problem, each working in its own interest. Committee operation seldom provides the facility needed to attack a problem such as air traffic control.

The air traffic control situation has been and will remain for some time to come the most critical problem facing aviation. Fortunately, the solution now rests in the able hands of General E. R. Quesada and his Airways Modernization Board.

The most reassuring outcome of the crisis created by the two recent collisions is the added emphasis of the need for a single federal aviation agency to replace the CAA and CAB coupled with the fortitude displayed by governmental agencies in not making precipitious decisions merely to satisfy pressure (behind decisions thoughtlessly arrived at often lurk much greater dangers). The cooperative attitude of the military forces and the eagerness with which Congress is working with the aviation industry to arrive at a safe solution based on judgment instead of snap decisions is the kind of mature action which is required.

However, the industry should learn a lesson from this experience. Why was it unable to combat complacency in the highest reaches of government in regard to the air traffic control situation prior to 1956? Who in the industry refused to recognize the importance of the problem? Was there any pussyfooting? What can be done to prevent such a situation from arising again? These questions should be answered not to fix blame but to prevent similar delays in the future in other areas. The same kind of lethargy is apparent now in other fields of aviation safety such as the needs of the Weather Bureau, the need for attention to human factors and crash injury research.

ATC and Noise

There is a direct connection between air traffic control and noise because the aircraft must follow patterns that will disturb the public least. If the public will give the new jets a chance, the noise problem will be worked out to everyone's satisfaction. The intial trials may produce some annoyances in spite of the tremendous effort that the industry has been making to reduce noise to acceptable level.

Jets have a very rapid rate of climb so that, once they have accelerated to climb configuration, the area that is swept by noise should be less than coming from piston-powered aircraft. The public, however, may be presented with noise of a different frequency than that to which they have been accustomed. Larger runways and new developments such as ducted fans used by the aviation industry in connection with the jets should alleviate the noise problem in the not-too-distant future.

The use of arresting gears at the ends of runways should also be of help in offering the pilot the opportunity of a safe stop in lieu of a slow, noisy go-around if he thinks he is going to overshoot. One air line calculates that the noise suppression system on its fleet of jets will cost forty million dollars over the life of its fleet by reason of added weight, lower thrust and higher fuel consumption.

Other Problems

While air traffic control for the prevention of mid-air collisions is the most pressing problem that faces aviation, it should not blind us to many others that exist. For example, 35 per cent of all fatal accidents that occure in light plane operations (which is the fastest growing segment of aviation) are caused by loss of control in instrument weather by pilots who lack instrument experience. The Weather Bureau has had to cut its staff and the weather stations by 25 per cent while aircraft operations have doubled. Its meager research funds have largely been obtained from military sources.

Another weak element in aviation safety is the need for support for the extremely important work being done in aviation crash injury research at Cornell University. This organization has won international recognition for the excellence of its studies and the saving of lives in crashes, but it is about to go out of existence for lack of funds. When an airplane is lost at sea or in some remote land area it still requires days of search to locate the survivors because of the slow acceptance and development of rescue beacons, and a few years ago we almost did away with ocean station vessels for economic reasons.

Another problem area that should not be lost sight of in the overall attention to traffic control is that of the human factors which are most important to aviation safety. Psychological, psysiological and mental problems involving cockpit coordination, ease of operating aircraft, prevention of distraction, still lie largely in the area of informed opinion rather than objective research.

The United States badly needs a national laboratory for the solution of aviation operating problems. This should be supplied with ample funds to attract qualified personnel from all fields of science, including not only the physical sciences but also the human factors.

Vision and Money

To do this will require vision and money, but the returns on the investment are incalculable in terms of acceleration of the creation of wealth, which always follows better communications, the improved ability of strange peoples to meet each other, and especially to conquer the impending threat of Russia which, by coupling its technical achievements with its infiltration of the world's airways, will furnish serious competition to the free world.

Let not the important problems of mid-air collisions prevention and of the space age preclude attention to many other aspects of aircraft operations. We have everything to gain by taking a bold and imaginative step to improve and secure our leadership in air safety research and aircraft operations. The catastrophic results of inaction, the creation of greater wealth, the maintenance of our prestige and the good of the world demands it.

Fortieth Anniversary of Air Mail

Air Mail celebrated its fortieth birthday May 15, and looked ahead to the jet age.

By 1959, commercial jet aircraft will be flying the airlanes.

In the new air terminals around the nation, jet-age methods of sorting the mail and getting it all onto the right planes are being developed, too, although not all facilities are installed yet.

All across the nation ceremonies saluting Air Mail were held in cities which have been tied closer together, thanks to Air Mail.

Army Signal Corps pilots flew the first air mail from Washington, D. C., to Philadelphia, Pa., and on to New York City in World War I Curtiss Jennies on May 15, 1918.

They carried 96 tons of mail the first year.

Last year, the scheduled air lines moved an estimated 110 million pounds of mail.

Board's Views Of Qualifications Needed By Third Crew Member . . .

(Continued From Page 9)

The question now is whether the work and responsibilities of the flight engineer on the jet aircraft will be sufficiently different vis a vis the pilot as to warrant a re-examination of the basic qualifications of his job. The experience of the Air Force furnishes some light. Military jet aircraft have been flying for a number of years, including the KC-135 tanker, the military prototype of the Boeing 707 which will be used in passenger service. The Air Force is, of course, very much safety-conscious, and it does not face the same competitive business problems which the commercial airlines have. Nevertheless, its B-47 and B-52 bombers have no station for a flight engineer, and the KC-135 is also operated without a flight engineer. Earlier bomber types carried flight engineers. It would certainly seem that this indicates something regarding the essentiality or dispensibility of the mechanical type of crew member in the operation of large modern jet airplanes.

It is not disputed in this case that the pilots will need help on the jet transport equipment. Their changing, more precise and critical duties outlined above demonstrates this. The question is simply what type of help the third crew member can best provide. To furnish them with a mechanic whose capacity to provide the kind of assistance they need is very limited, in the light of the problems they face, does not appeal to reason. What the pilots need is someone who can relieve them of some of their innumerable and important flying duties, with the purpose not only of making their workload more tolerable, but, more important, of promoting safety. There are many uncertainties at present about how the jet aircraft will perform. It is certain that with their great speed and altitude they will introduce additional problems of a piloting nature while curtailing those of the mechanical type.

If one is to err in establishing the qualifications of the third crew member, it should be on the side of caution. These will be airplanes carrying more than 120 passengers, and they will be large, complex and very expensive pieces of equipment, costing over five million dollars. Both the Carrier and the pilot in command, the captain, are morally and legally responsible for these lives and for this property.

We know that the mechanical function will be substantially less than in present piston airplanes. If something fails, alternates are available. If certain things fail the only course will be to land the airplane. It is not anticipated that mechanical repairs of any major kind will be able to be made in flight. To suggest, therefore, that the third crew member, placed on the airplane by government decree for the explicit purpose of helping the pilots by relieving them of some of their tasks, have his qualifications stepped up at this time by requiring a higher degree of mechanical training and experience is completely unwarranted and unrealistic.

The obvious need is for a crew member who can perform some of the myriad of duties that will be carried on by the pilots. These include navigation, communications, alert observation, flight planning, varieties of paper work, and primarily the ability to operate the airplane at least to the extent of landing it in case of emergency. If he can occupy the copilot's seat periodically, so that the pilot may from time to time relax, this in itself would make a contribution toward the maintenance of pilot alertness and hence to efficiency and safety.

The principle justification, as we see it, for the FEIA's proposal that flight engineers should hereafter have the A and E licenses or be discharged is the desire to make an irrevocable, separate craft of this job. There will be no functional basis for such licenses on the turbojets, and this job was not so conceived when it was created. This would not only withhold the more valuable and usable abilities and qualifications outlined in the preceding paragraph, but would tend to aggravate the jurisdictional conflict between the pilots and the flight engineers. The dissension already caused by this conflict is most unfortunate, and in our judgment tends to prevent the kind of cooperation and coordination which is absolutely essential in the cockpit of an airplane. Any interference with complete coordination of the flight crew in the new turbojet aircraft, however slight, will be completely intolerable and unpardonable.

The very reverse is desperately needed. The crew must work as nearly as possible as one man. They must think alike, they must instinctively understand any problem that arises, and must be so similarly oriented that they will immediately respond to the moves or desires of the pilot in command.

The rational answer is that in addition to the mechanical qualifications called for by the flight engineer's certificate, the third crew member should also have such piloting qualifications as will enable him to be of genuine help to the pilots.

We observed earlier in this report that the determination of the qualifications of flight crew members is basically a matter for the management of the airline, subject to the minimum standards established by government. The recommendation we shall make to Eastern Air Lines would in our judgment be a reasonable exercise of this management function.

Protection Of Job Equities

The antagonism between the FEIA and the ALPA grows out of two underlying fears of the flight engineer: (1) that the pilots seek to oust them from their jobs, and (2) that ALPA wants to take over and "submerge" FEIA to the detriment of its members.

Whatever may have been ALPA's intention at one time, it is now willing to discuss merger under the auspices of the officers of the AFL-CIO and in accordance with such terms and conditions as they may deem proper. All we care to say on this subject is that the avoidance of unnecessary and harmful jurisdictional disputes is an important policy of the federation, and that, consonant with its constitution, it encourages the voluntary amalgamation of unions with conflicting interests or overlapping jurisdictions. The fear of submersion which FEIA has stated is not unique. Other small organizations have had similar fears, yet ways have been found to safeguard their interests through contractual or constitutional provisions which have given assured rights to the smaller group that it will be adequately represented on governing bodies and negotiating committees.

The primary fear is that relating to job protection. There is uncertainty as to what will be the impact of the new turboprop and turbojet equipment on employment.

We recognize this as a valid fear. Flight engineers who have entered this field of employment, some as much as ten years ago, perhaps leaving other kinds of employment to do so, have an equitable right to be protected in their present job.

If our recommendation is accepted that the flight engineers on turbojet aircraft be required to have certain minimum pilot qualifications, we shall suggest that the present seniority rights and job rights of incumbent flight engineers be continued on all piston equipment and also on the turboprop equipment. Logically, perhaps, our major recommendation should cover turboprop as well as turbojet airplanes, but we do not intend that it should. The turboprop equipment will in many important respects be operated at altitudes and speeds little different from those of the newer piston-powered airplanes. It cannot be denied that the power plant will not be of the reciprocating engine type and that some of the systems and features of turbojets will be included in the turboprops. Nevertheless, in recognition of the equity which the flight engineers have built up in their jobs, and frankly as a means of overcoming their fears and in meeting the difficult problems of the transitional period, we propose that turboprop equipment be classified with piston equipment for the purpose of providing jobs for incumbent flight engineers in accordance with the seniority rights they now have on their own seniority list.

But, and this is exceedingly important, under the program we recommend, the jobs for flight engineers will not be restricted to piston and turboprop airplanes. For those who can and are willing to do so, we propose that sufficient pilot training be offered at the Carrier's expense to qualify them for jobs on any aircraft, including the turbojets. Those who would desire to move up the seniority ladder as pilots could then do so, preserving and accruing for a reasonably satisfactory period (sufficient to protect them against the impact of furloughs as pilots) their seniority rights on the present flight engineers' roster. They would thus have job opportunities as pilots in addition to those as flight engineers.

For those flight engineers who are unable to qualify fully as pilots for physical or other reasons and yet desire to be qualified for places in the crews of turbojets, the possibility is suggested that they be given sufficient training to develop the sense of airmanship which is characteristic of pilots and which would enable them in an emergency to fly the given airplane. This would mean the minimum of a commercial pilot license and an instrument rating. They would be able at least to fly and land the airplane in an emergency. But for the history of the past ten years, our recommendation would be that all flight engineers on jet aircraft be fully qualified pilots, but the coordination and orientation within the flight crew which we

consider vital in crews on jet airplanes could at least be approached and reasonably approximated by this means, with due regard to safety, and at the same time the impact of the changed policy would be cushioned so far as present flight engineers are concerned.

A flight engineer taking such pilot training will presumably do so on his own time, although at company expense. If he elects to serve as a copilot thereafter, either because he desires to be trained fully as a pilot in accordance with the Carrier's requirements or because he wants to determine whether he will choose to progress as a pilot, his seniority on the flight engineer list should continue to accrue for a period of time sufficient to enable him to be assured that he has not lost his job protection in the event he becomes subject to furlough as a junior copilot. By the same token, in order that there be mutual benefits for both groups of employees, and that the basic policy we propose be advanced, there should be similar rights and protection for pilots who elect to be trained as flight engineers. Their seniority on the pilot roster would then be maintained and seniority would continue to accrue to them on that list for a period of time sufficient to provide them with protection similar to that recommended for flight engineers.

By this means, the accrued seniority of each group on their own list would afford them protection against displacement by members of the other group who come into their occupation, and the normal desire to broaden their qualifications and training would not be restrained by the fear that in doing so they may forfeit their seniority on their original list and thereby endanger their employment rights.

The fear which this program is designed to meet is principally that of the flight engineers. It will be seen that the seniority roster of the flight engineers would continue in effect, and all assignments to flight engineer positions would continue to be made from this list. As to piston and turboprop equipment there would be no change in their qualifications. Flight engineers who desire to serve in the flight crews of turbojets would likewise be selected from the flight engineers' seniority list but only those who have the pilot training described above would be qualified to serve in such crews.

This will make it necessary that appropriate and coordinated seniority provisions be added to the collective bargaining agreements of both FEIA and ALPA. The welfare and interest of their respective constituents demands this, and the common desire of all to cooperate with their Carrier for the sake of efficiency and safety dictates that this be done, as we view the situation. It will present difficulties, but if the value and fairness of such an agreement is recognized it can readily be accomplished through joint consultation, perhaps in the initial stages under the auspices or with the help of the officers of the AFL-CIO. These officials have frequently proferred their help to achieve harmony along constructive lines between these two labor organizations, and there are good grounds for saying that they are still ready, indeed eager, to do so now.

Under such a program those who have been fearful and suspicious can be completely disabused. The purpose will be primarily to conduct the operation of turbojet aircraft on the most cautious and safe basis, in the paramount interest of the public. At the same time, all the legitimate job equities and interests of incumbent employees will be satisfactorily protected.

FINDINGS

By way of summary as to the crew complement issue, we find that:

1. The basic purpose of the CAB in issuing its 1948 regulation by virtue of which flight engineers are required on large four-engine aircraft was to promote safety by providing pilots with help capable of relieving them of some of their manifold duties, largely of a mechanical nature, associated with that type of equipment.

2. These functions performed by flight engineers on large piston-powered aircraft were prior to said regulation performed solely by the two pilots who constituted the flight crew, and at the present time, on all two-engine and on four-engine equipment of less than 80,000 pounds these functions are still performed solely by such two-pilot crews.

3. On all flights the pilot in command, the captain, is legally and traditionally responsible for the safety of the passengers, crew members, cargo and airplane, and, consequently, is entitled to have a strong voice as to the qualifications of those serving under him in the flight crew. Aside from this special condition applied to air transportation, it is customary in American industry for craftsmen to be invited to express views concerning the nature and qualifications of those who assist them.

4. The legal and moral responsibility of the air carrier for the airworthiness of its equipment and the safety of its operations has led to accord that the Carrier is the ultimate judge of the essential qualifications of flight crew members; in exercising this judgment the Carrier must meet the minimum standards imposed by law and is expected to act reasonably, which implies that it will consult the pilots, who have a similar responsibility in flight, as to what constitutes such essential qualifications.

5. In the operation of piston equipment in the past 10 years some airlines have used flight engineers of the mechanic type while others have used pilot-qualified flight engineers; in terms of safety and efficiency the two kinds of operation have been equally satisfactory.

6. The requests of FEIA to make the aircraft and engine (A and E) licenses mandatory, to require that such employees be carried on all aircraft irrespective of what the CAB may rule, and to establish the agency shop and voluntary check-off are designed primarily to exclude pilot-qualified flight engineers from such positions, not only on present equipment but on the future turbine-powered aircraft as well, and, in the light of the facts submitted to us, are not justified.

7. The changed nature of operations to be faced in turbojet equipment calls for a careful re-examination of the necessary and desirable qualifications of the flight engineer on such airplanes.

8. Bearing in mind that the purpose of requiring flight engineers to be included in flight crews is to promote the safety and efficiency of operations by having them assist the pilots by relieving them of some of their many duties, we are convinced that on Eastern Air Lines it would be better to require that the flight engineer on the turbojet airplane have the basic qualifications of a pilot and that he be able in an emergency to take over some of the flying duties of the pilots.

9. Our principal reasons for arriving at these conclusions are:

a) Safety is paramount, and it is wiser to employ too much caution than too little.

b) The introduction into air traffic of these very large, fast, high-flying, and rapidly climbing and descending airplanes, will aggravate the already critical problems of traffic density and control, and will materially increase the burdens of the pilots.

c) A number of items within the control of the flight engineer on piston aircraft will either be eliminated or transferred to the pilots' panel, and in addition most of the systems will be much more automatic and in case of malfunction will have alternates available.

d) Under the job description of flight engineers on Eastern Air Lines there is no duty which calls for the A or E license, and it will be even less likely that turbojet flight engineers will have any functions which will call for such qualifications.

e) The uncertainties associated with airplanes which will fly at altitudes of 25,000 to 40,000 feet, at speeds well in excess of 500 miles per hour, and which will consume their fuel at a greatly accelerated rate at the lower levels induce one to believe that the entire flight crew should be pilot-oriented and coordinated so that necessary action can be swiftly taken and the pilots engaged in active flying duties may be relieved of some of their related tasks, as, e.g., communications, navigation, paper work, flight planning and replanning, as well as that there be available a third crew member capable of flying and landing the airplane in an emergency.

f) The Air Force operates its modern, large jet aircraft without mechanic-flight engineers, although they were used on prior models; the KC-135 tanker, which is the prototype of the Boeing 707 passenger air transport, is also operated by the Air Force without a mechanic flight engineer.

g) While other airlines differ as to the desirability of pilot or mechanic flight engineers, depending apparently on the practices they have followed in their piston-operations and their particular problems, some requiring pilot qualifications and others mechanic qualifications, two domestic trunk airlines which formerly used the mechanic type are now transferring to pilot flight engineers.

10. The turboprop aircraft, however, will fly at altitudes and speeds only moderately in excess of those of modern piston equipment, and for purposes of the qualifications of flight engineers can safely be classed with the piston rather than the turbojet airplanes; on Eastern Air Lines this means that there will be positions for 170 incumbent flight engineers with their present qualifications on its first 40 Electras, as well as the positions remaining available on piston aircraft; in addition it is expected that a substantial number of the present flight engineers will be able to qualify for turbojet operations.

11. The issue before us relates to the qualifications of the third flight crew member, over and beyond the flight engineer certificate now required by regulations, and not to the labor organization which shall represent them as bargaining representatives; we are, therefore, not intruding ourselves into the jurisdictions reserved by law to the National Mediation Board or the Civil Aeronautics Board.

12. Although the AFL-CIO has held that changing operating conditions make it "imperative that the flight crew must belong only to one organization" and, again, that it is "necessary that the flight crew be coordinated into one organization," and despite the concern expressed by the FEIA that this would "submerge" its organization, we do not deem it proper for us to make any recommendation on this subject, leaving that to the two organizations and their parent federation, the AFL-CIO.

13. The overriding public interest in safety and efficiency, taken together with the pressing need of terminating the current inter-union friction and replacing it with harmony and coordination, dictate that means be promptly devised to meet the operating problems to be faced when the turbojets come into use and at the same time to afford flight engineer now employed by Eastern Air Lines reasonable and necessary job protection and opportunities.

IV. THE ECONOMIC ISSUES

Pay And Retroactivity

The Association requested changes in the components of their pay formula which would have yielded an eighth year captain and an eighth year copilot flying 85 hours half day, half night increases in monthly earnings as set forth below:

	8th Year Captain			8th Year Copilot		
Equipment	Present Yield	Proposed Yield	Increase	Present Yield	Proposed Yield	Increase
M-404	$1,312.63	$1,442.68	$137.75	$ 831.32	$ 918.19	$ 86.87
CV-440	1,317.73	1,449.05	131.32	833.87	921.51	87.64
L-749	1,482.78	1,651.08	168.30	916.39	1,026.56	110.17
L-1049	1,564.38	1,763.70	199.32	957.19	1,085.12	127.93
L-1049C	1,645.13	1,869.95	224.82	997.57	1,140.37	142.80
L-1049G	1,648.53	1,874.20	225.67	999.27	1,142.52	143.25
DC-6B	1,537.18	1,729.70	192.52	943.59	1,067.44	123.85
DC-7B	1,716.53	1,937.95	221.42	1,033.27	1,175.73	142.46
Electra	.....	1,993.63	.....	.....	1,204.69	.....
DC-8	.....	2,741.63	.....	.....	1,593.65	.....

The Company's proposal was to scrap the present pay formula and substitute for it a formula based on hourly pay graded by equipment to be flown, coupled with a minimum monthly guarantee. The Company's proposal would have yielded a wage increase of varying amounts.

There are equities in favor of a wage increase, though not of the magnitude sought by the pilots. The parties' current agreement was made effective June 1, 1956. Since then there have been wage movements in all of American industry especially during the prosperous second half of 1956 and 1957. These employees have not participated in that advance. Even more significant have been the changes in pay levels negotiated on other airlines which have resulted in pay yields on Braniff, Delta, National, Continental, TWA, and United that are in excess of those on Eastern, which has historically been among the leaders in the matter of pilot pay. In addition, the pilots with justification seek a wage increase to offset the erosion of their incomes resulting from increases in the Consumers' Price Index since their current agreement was signed and to share in the growth of the economy as a whole.

As against these considerations, which outline the limits within which a wage recommendation might properly fall, is the fact that the current recession has had a marked effect on Eastern's gross revenue and that it is about to enter a period of heavy expenditures for new equipment, of heavy costs for training and of general uncertainty. There is no question, of course, of the financial strength and soundness of this Company and these considerations do not touch on the factor of ability of the business to meet legitimate increases in wage costs. But we must weigh, along with those factors pointing in the direction of a wage increase, the fact that the Company's current operations, if considered in isolation, might not justify it. This fact must temper our judgment as to the amount of the pay adjustment to be recommended.

Our recommendation, then, represents our best judgment of the net result of these competing equities. It also reflects an attempt on our part to maintain the relationship in pay yields as among flight crew members as they have existed on this airline. In the close confines of the cockpit the relationship between the pay of the several jobs should be altered to any significant degree only if a strong showing is made of a change in job worth vis-a-vis the other flight deck stations. Otherwise the reactions likely to be caused can adversely affect the necessary coordination among crew members.

Our recommendation will propose changes in the existing pay formula calculated to yield the ninth year captain and copilot flying 85 hours half day, half night the following monthly pay yields:

Table A

	9th Year Captain			9th Year Copilot		
Equipment	Present Yield	Recommended Yield	Increase	Present Yield	Recommended Yield	Increase
M-404	$1,312.63	$1,424.00	$111.37	$ 831.32	$ 918.08	$86.76
CV-440	1,317.73	1,429.10	111.37	833.87	920.73	86.86
L-749	1,482.78	1,585.65	102.87	916.39	1,002.14	85.75
L-1049	1,564.38	1,667.25	102.87	957.19	1,044.57	87.38
L-1049C	1,645.13	1,748.00	102.87	997.57	1,086.56	88.99
L-1049G	1,648.53	1,751.40	102.87	999.27	1,088.33	89.06
DC-6B	1,537.18	1,640.04	102.86	943.59	1,030.42	86.83
DC-7B	1,716.53	1,832.15	115.62	1,033.27	1,130.32	97.05
Electra		1,918.85			1,175.40	
DC-8		2,334.50			1,391.54	

The recommendation will include the addition of a ninth year bracket to the base pay structure. This type of recognition for longevity is now a feature in agreements of at least four other domestic trunk carriers and is also warranted in this case.

Foreign And Overseas Offshore Pay

We shall recommend an increase in the present rates of $2.00 for each hour flown by first pilots and $1.05 for each hour flown by copilots in the Company's foreign and overseas operation. We propose that these amounts be increased to $2.50 and $1.30 respectively. Higher payments for foreign and overseas flying is currently a feature of the agreements of several carriers.

We shall recommend withdrawal of the pilots' request for an increase in the override for off-shore flying. This flying is done on the over-water route between West Palm Beach and Wilmington, N. C. National flies this route, paying its pilots, as a result of a recently negotiated agreement, the same rate for offshore flying as is now paid by Eastern. Northeast Air Lines also flies this route but does not pay any offshore premium.

Traveling Expenses

The agreement provides an expense allowance of 40 cents per hour while away from base station. The Association proposed an increase to 65 cents per hour. The Company offered to pay specific meal, hotel and transportation allowances or to establish an hourly rate for hours of layover.

The Company contends that it is paying enough expense money to cover all expenses if allocated only to those incurring expense. That is undoubtedly true because on some runs the pilots have little or no expense but receive the hourly allowance. That however has been the system in effect for

..... Retroactivity, Pension Improvements Recommended By Board

years, the Association resists a change and it is unrealistic to attempt to alter it completely. That being the case, however, any additional money should be allocated to those who really have expenses and suffer a loss due to increased prices of meals and lodging.

Accordingly, we recommend continuation of the present hourly rate provisions and an allowance of $3.00 to pilots with layover away from base of ten hours or longer except for those on foreign and overseas trips where hotel accommodations are provided by the Company. Similarly pilots assigned to training away from base should be allowed $3.00 each 24 hours, in addition to the 40 cents per hour, except in those cases where the Company elects to provide sleeping accommodations.

Base Pay Deductions

The Association proposed a provision that there shall be no base pay deduction for a pilot off pay status for part of a month if the hours flown equal or exceed the applicable monthly guarantee. The evidence offered to support that proposal dealt largely with absence or leave of absence for personal reasons or Association business and with the application of the Company's policy thereon. The contract presently provides for proration of the monthly guarantee in such case so the proposal might raise some problems in connection therewith.

From the evidence it appears that a more realistic approach would be proration upon the basis of average monthly flight time, and our recommendation will be in accord therewith.

Reserve Pilot Guarantee

The Association proposed changes in the reserve pilot guarantee provision to increase the guarantee from 60 to 70 hours and to eliminate reference to a DC-3 minimum. Since the Company no longer uses the DC-3 the latter request is proper. For the same reason the examples of pro-rata guarantee should be revised and they should also reflect changes in rates of pay.

The reserve pilot is paid first pilot rates when used as such and copilot rates when so used. The guarantee is at the higher first pilot rates and if a pilot serves one day in any month as a first pilot he gets the guarantee for the full month. The 60-hour guarantee at first pilot rates yields more than 80 hours service as a copilot. Considering that and the fact that a 70-hour guarantee is not customary on domestic airlines, there is no valid basis for the proposal, and that part of it should be withdrawn.

We concur with the proposal to eliminate the word "major" from Section 10-B so that it will be applicable to all bases.

Duration Of Agreement And Retroactivity

We recommend that the parties conclude an agreement to become effective on the first day of the month following its execution and to expire on April 1, 1960. We are of the opinion that there should be this minimum period of stability in their relationship in order to permit them to cope with the many problems that will be presented by the introduction of turbine-powered aircraft.

As to retroactivity, we recommend that retroactive pay be granted in an amount equal to 7% of each pilot's earnings between June 1, 1957, the date of expiration of the prior agreement, and the effective date of the parties' new agreement.

We recommend this form of retroactive pay because it avoids the cost and delays of making individual pay computations on the basis of the revised pay components. And yet the figure of 7% reasonably approximates full retroactivity to the expiration date of the prior agreement. If the parties had settled promptly after June 1, 1957 on an agreement of one year it is likely that the sum total of pay benefits would have been somewhat less than this figure. Had they settled at various points of time in the intervening year, their wage settlement would probably have varied depending on the bargains struck in the meantime on other properties. We are of the opinion that the figure and method of retroactive pay computation suggested represents in principle full retroactivity to the expiration of the prior agreement, as measured by the amount of adjustment that would then have been reasonable and likely.

V. RETIREMENT PLAN

The Carrier has had a group benefit annuity plan for its employees since 1947. The pilots are part of this plan and contribute percentages on a sliding scale which average out to 4.7% of earnings at the $12,000 level. The benefits now are 1% of the first $3,000, and 1¾% above $3,000. Employees become eligible after three years and their rights vest after ten years.

The pilots desire to have this plan revised to make it conform to what they call "the standard ALPA plan," which, aside from a number of detailed items, means that they want a variable annuity fund to which both the pilots and the Carrier will contribute, in addition to the present fixed benefit plan. On all domestic trunk carriers as well as on international and several feeder airlines they have the type of plan they are now requesting of Eastern.

During the mediation and negotiation phases of this proceeding following the close of the hearings the parties agreed that a variable annuity fund, called a "B Fund" should be added to Eastern's retirement program. They agreed this should be made up through contributions of 6% of earnings, with the pilots and the Carrier both contributing. They agreed on the purpose of the fund, which is to serve as a cushion against inflation by being invested in common stock equities, and they reached accord on the principal administrative features.

Their differences, on which we are now expected to make recommendations, relate to: 1) the respective amounts of the Carrier's and the pilots' contributions to the B Fund, 2) the eligibility feature, 3) the disability feature, 4) minimum amount of pension benefits, and 5) optional additional contributions of the individual pilots to the B Fund.

The amount of the contributions to the B Fund by the Carrier is related to the amount it now provides for the fixed benefit plan, which will be continued, and to the increased labor costs it is assuming by reason of other changes it is about to make in the employment contract.

It is not disputed that Eastern's present fixed annuity plan added to a 6% B Fund will provide benefits comparable with those under other so-called standard plans. Some B Funds have larger contributions but this is offset by the fact that Eastern's fixed annuity plan is somewhat more costly and give somewhat better benefits than other A Plans, which is what the fixed benefit plan is usually called.

We must observe that in fact there is not any one standard retirement plan. They vary in cost, in other particulars, and in the amount of the benefits. But there is enough in common to indicate generally an approach to a pattern. However, in estimating the amount of the benefits that will be available, one runs into the difficulty of deciding what rate of return should be allowed for the B Fund. The pilots use a figure of 5% per year; the Carrier bases its computation on a 3% return. Obviously, over a normal working period of 30 years, this makes a substantial difference in the estimated benefits.

On Eastern Air Lines the employees contribute an average of 4.7% to the present A Fund. On other airlines their contributions to both the A and B Funds are approximately: 7% on American, Continental, National, and Northwest; 6.6% on Braniff and Delta; 6.8% on Capital; 7.9% on United; and 9.8% on Western.

If Eastern's pilots contributed half of the 6% needed for the proposed B Fund, their total contributions would be 7.7%, which they insist would make them pay more than is generally paid for comparable benefits. They claim that Western has a "sport" plan and must be disregarded and that United's pilots will receive materially greater benefits than will be available from Eastern's proposed plan. This the Carrier disputes, comparing two 30-year pilots who retire at age 60, but as already stated, the dispute arises out of the uncertain percentage of income to be earned by the B Fund. If it is 3% the Carrier is correct; if it should be 4 or 5% the pilots are right.

We conclude that the relatively larger contribution the pilots make to Eastern's fixed benefit plan should be offset by a slightly lesser contribution to the B Fund. Our best approximation is that total employee contributions of 7.2% would be fair, and would be reasonably in line with the expected benefits, giving the Company due consideration because at this moment it is being asked to inaugurate this new feature in its

retirement program and at the same time to grant wage increases. It is true, on the other hand, that Eastern is the last of the domestic trunk lines to provide a variable annuity plan, which has given it a cost advantage for a period of time. This means that the Carrier's contribution to the B Fund will be 3½% while that of the employees will be 2½%.

There were a rather large number of additional pension requests made to bring Eastern's plan in line with standard airline plans. These have now been narrowed down, and we shall recommend affirmative action only as to those which we believe seriously need attention and then only to the extent of bringing them within the range of such features on other airlines; in other words, we shall not propose that Eastern in each particular match the most generous or superior provisions.

Eligibility is one such feature. Eastern now has a three-year eligibility rule. Several air carriers make their employees eligible after one year, but there are some which have two- or three-year rules. If this were to be decided solely by reference to the prevailing practice, a one-year eligibility would be indicated. We are nevertheless not going to recommend any change in the present three-year rule because of the heavy costs the Company must absorb by reason of these other features of the recommendations we are making: the general wage increases, the costs to be incurred in providing flight engineers with pilot training under the crew complement issue, and the inclusion of the flight engineers in the B Plan because we believe that in all essential respects they should have treatment comparable to that of the pilots.

Eastern's pilots get full vesting rights after 10 years of service or 10 years after participation in the plan starts. It has no provision for vesting upon physical disability as a pilot. In this respect it stands out as a sharp exception in the industry. It hardly calls for a dissertation to establish why pilots on Eastern should not be deprived of this essential protection, and we shall so recommend.

On several airlines the pilots are privileged on a voluntary basis to make larger than normal contributions to the B Fund to build up their credits and benefits. So long as they do so in round percentages and may change their basis of contribution only at stipulated times we fail to see why this option should be withheld from Eastern's pilots.

The Association has also requested that pilots participating in the pension plan be guaranteed minimum benefits, and that this be applied as well to those already retired. From the employees' viewpoint this is surely a desirable feature, and there is some precedent for it, but largely for the reasons mentioned in declining now to reduce the eligibility requirements we are suggesting that this request also be withdrawn at this time.

VI. MISCELLANEOUS ISSUES

Hours Of Service

Under this heading the Association proposed a number of changes in Section 17 of this agreement as well as in other provisions related thereto, designed, as they put it, to improve the working conditions of the pilots. They had in mind the abnormally long period some pilots must be on duty or away from home to obtain a reasonable number of flight hours on which their earnings are mainly based. These conditions are faced principally by the pilots with less seniority who by the bidding process find themselves assigned to schedules in which there are numerous stops, with attendant ground delays, or in which the non-productive time is great in relation to the flight hours achieved. Frankly admitting that this Carrier has tried to meet this problem and to a degree has done so by means of the 3-4-5 formula included in Section 17 C, D, and E of the existing contract, the pilots maintain, however, that it is possible to make further corrections.

It is our opinion that the junior pilots have a just complaint on this score and that some relief should be found for them. This cannot be found in the device of reducing flight hours, for this would simply restrict the ability of a pilot to be productive or to attain his possible monthly earnings.

There are legal and contractual limits to the number of hours a pilot may fly in a given period. This provides a fulcrum, it would seem, around which to develop related restrictions. The parties have indicated such an approach in their current agreement by stipulating certain minimum numbers of flight hours depending on the scheduled on-duty hours of each pilot on each day. (Three hours minimum if the scheduled on-duty time is between four and eight hours, four hours if between eight and twelve hours, and five hours if over twelve hours.)

We propose that this formula be modified by providing that the minimum flight credit be one hour for each two and one-half hours of on-duty time, prorated, for all on-duty hours in a day exceeding eight, leaving the present formula unchanged with respect to hours under eight.

We also believe that a pilot who is away from his base for relatively long periods should be assured a reasonable amount of flight time. The practice of allowing one hour of flying for each four hours away from base has developed in this industry, and should be adopted in this airline.

The flight hour credits under the on-duty ratio and under the away-from-base ratio should obviously not be cumulative. The greater of the two in terms of flight hours produced should apply in any instance.

In order that these ratios help accomplish the intended purpose, we propose that flight time for pay purposes also count as the hours of flying for flight time limitations. This may restrict a pilot's earnings, but it will help the pilots who have the most inferior schedules to improve their working conditions.

These suggestions are in lieu of the trip hours, tour or duty hours and similar proposals made by the Association and are made because the problem is recognized and we desire to meet it as directly as possible. We do not favor the course of offering money as an offset to an undesirable number of hours on duty. It would seem that the Carrier in making up the schedules and the pilots when bidding would govern themselves by these restrictions and could know with much more certainty in advance what they may do or expect. This is a desirable and meritorious objective.

Miscellaneous Flying

The Association proposed several additions to and modifications of Section 13 of the agreement.

1. It proposed inclusion of extra section and non-scheduled flights in the provisions for posting assignments 24 hours prior to take-off time. There is no evidence that the present provision or its application creates any hardship. Accordingly we recommend it be withdrawn.

2. It proposed a guarantee of pay for flights upon which a pilot is scheduled 24 hours in advance, if ordered by the Chief Pilot not to fly it when available. No evidence has been presented to show any hardship or monthly loss of earnings by the application of the present contract provisions, so we recommend it be withdrawn.

3. It proposed a guarantee of one hour pay and credit when called to the airport for flights of a special nature even though no flying is done. In the event a pilot is so called out and is released from duty before starting another assignment, there is merit to the proposal. We recommend that Section 13-C be amended accordingly.

4. It proposed an additional provision to guarantee pay and credit to an available pilot for flights flown by supervisory or engineering pilots. Supervisory pilots must do some minimum flying to remain qualified and familiar with the routes. There is no evidence of excessive use of such pilots nor of any hardship to or loss of earnings by the line pilots because of such practice, which has been in effect for years. We recommend that the proposal be withdrawn.

5. It proposed that when equipment is substituted the pilots be paid for the equipment scheduled or the equipment flown, whichever produces greater earnings. It appears that there are as many substitutions of higher rated equipment for lower rated equipment as vice versa, so on the average no loss of earnings occurs. Some substitution of equipment is inevitable and since no real inequity has been shown there is no justification for the higher cost to the Company, and we recommend that the proposal be withdrawn.

Probationary Period

The agreement provides that a copilot shall be on probation for an aggregate of the first twelve months of his service on flying status. The Company proposed to add "or until he has flown 1,000 hours whichever is later." The seniority and bidding procedures do not allow a probationary pilot to do much flying

and he can not be regularly assigned with any one first pilot who could then evaluate his work. These are real problems but it appears that our recommendation for modification of Section 28-I-1 affords appropriate relief. Accordingly we recommend that the proposal be withdrawn.

Scheduling And Filling Of Vacancies

These issues involve proposed changes in Section 28 of the agreement. The Board requested the parties to negotiate upon them and they have reached agreement thereon except on the request of the Company for some flexibility in the use of copilots during their first two years of service to obtain proper evaluation of probationary employees, to obtain some fair amount of utilization of their services and to see that they obtain the necessary variety of experience during such two years. The Association has not disputed the existence of the problems. Upon consideration of the whole matter, we have decided to recommend that the Company withdraw its related request for an extension of the probationary period, and shall include a recommendation for revision of Section 28-I-1 to meet those problems.

Check Pilot Flying

In connection with its proposal to add Section 13-D, which we have recommended be withdrawn, the Association has requested the elimination of Section 23-E. Since the other proposal has been rejected and since the request for elimination of this provision is based upon the contention that the proposed 13-D would govern the subject, it follows that this proposal must also be withdrawn.

RECOMMENDATIONS

We recommend:

As to the crew compliment issue

1. That the Carrier in the exercise of its management responsibilities modify the qualifications for the position of flight engineers in the following respects:

   a. That flight engineers who will serve on piston and turboprop equipment be permitted to do so without having pilot qualifications.

   b. That flight engineers who will serve on turbojet equipment be required to have pilot qualifications to the extent of a commercial license and instrument rating and the ability to fly and land the airplane in case of emergency.

2. That assignments to flight engineer jobs be made from the flight engineers' seniority list in accordance with the applicable contract provisions, subject to the ability of the individual to meet the required qualifications.

3. That flight engineers who elect to take pilot training be placed on the pilots' seniority list in accordance with the applicable provisions of the pilots' agreement and that they remain nevertheless on the flight engineers' seniority list and continue to accrue seniority thereon for a period sufficient to enable them to complete their pilot training and for a reasonable period thereafter in which to determine whether they desire to be pilots or return to the occupation of flight engineer.

4. That pilots who elect to take flight engineer training be placed on the flight engineers' seniority list in accordance with the applicable provisions of the flight engineers' agreement and that they remain nevertheless on the pilots' seniority list and continue to accrue seniority thereon for a period sufficient to enable them to complete their flight engineer training and for a reasonable period thereafter in which to determine whether they desire to be flight engineers or return to the occupation of pilot.

5. That flight engineers who desire to obtain basic pilot qualifications, either for advancement as pilots or to flight engineer positions on turbojet equipment, be permitted to do so at Company expense but on their own time, and that, since Eastern Air Line's turbojet airplanes will not be received before the spring of 1960, they be permitted to elect to commence such training at any time up to January, 1959.

6. That the flight engineers acting through the Flight Engineers International Association promptly enter into discussions with the pilots acting through the Air Line Pilots Association for the purpose of agreeing on the accommodation of their respective contract seniority provisions to the recommendations herein made and of jointly approaching the Carrier to work out the necessary revisions of their said agreements.

7. That the flight engineers' requests for stepping up the qualifications for their jobs, the agency shop, the check-off, for provisions requiring the use of flight engineers under circumstances in which they may not be required under present contract provisions, and any other requests inconsistent with the above recommendations, be withdrawn.

As to the economic issues

8. That the parties agree on the following pay components:

   a. **Base Pay**

1st year	$400 per month
2nd year	535 per month
3rd year	250 per month
4th year	270 per month
5th year	290 per month
6th year	310 per month
7th year	330 per month
8th year	350 per month
9th year	370 per month

   b. **Hourly Pay**

	Day per Hour	Night per Hour
Under 125 mph	$4.96	$7.44
125 utbni. 140 mph	5.16	7.74
140 utbni. 155 mph	5.36	8.04
155 utbni. 175 mph	5.56	8.34
175 utbni. 200 mph	5.76	8.64
200 utbni. 225 mph	5.96	8.94
225 utbni. 250 mph	6.16	9.24
250 utbni. 275 mph	6.36	9.54
275 utbni. 300 mph	6.56	9.84
300 mph and over	6.76	10.14

   c. **Mileage Pay**

0-17,000 miles	1.5c
17,000-22,000 miles	2.0c
Over 22,000 miles	3.0c

   d. **Pegged Speeds**

The pegged speeds in the present agreement shall be modified as follows:

M-404	240 mph mileage speed
CV—340 and 440	240 mph mileage speed
DC-7B and 7C	330 mph mileage speed
Lockheed Electra	370 mph mileage speed
DC-8	470 mph mileage speed

   e. **Gross Weight Pay**

2 cents for each hour flown per 1,000 pounds to 150,000 pounds maximum gross weight.

1 cent for each hour flown per 1,000 pounds in excess of 150,000 pounds maximum gross weight.

   f. **Copilot Percentages of First Pilot's Flight Pay**

3rd year	47%
4th year	47%
5th year	48%
6th year	49%
7th year	50%
8th Year	51%
9th year	52%

9. That the rate be $2.50 for each hour flown by first pilots in the Company's foreign and overseas operation and that the corresponding rates for copilots be $1.30, and that the Association's request for an increase in the rate for off-shore flying be withdrawn.

10. That the present provision for travel expenses be amended to provide that on trips with layovers of 10 hours or more pilots will be given, in addition to the present expense allowance, the sum of $3.00, except on the foreign and overseas operation where the Company furnishes hotel accommodations; also, that pilots assigned to training away from base be paid, in addition to the present allowance, the sum of $3.00 for each 24 hours unless the Company provides sleeping accommodations.

11. That when a pilot is on authorized leave-of-absence or off-pay status his base pay shall be prorated except that he shall be credited with one day of availability for each 2.7 flight hours performed in that month.

12. That reference to a DC-3 minimum be eliminated from the reserve pilot guarantee, the examples be revised to reflect that change and the changes in pay scale, and the proposal to increase that guarantee be withdrawn.

13. That the word "major" be eliminated from Section 10-B.

As to the retirement plan issue

14. That the Carrier modify its existing retirement program in the following respects:

a. By adding a variable annuity (B Fund) plan similar in general to such plans now in effect for pilots on domestic trunk airlines.

b. By providing for contributions to this fund by the Carrier of 3½% and by the employees of 2½% of annual earnings.

c. By providing for vesting upon physical disability of the employee to serve in his current capacity.

d. By affording employees the option of making larger contributions to the B Fund, at stipulated times and in stipulated amounts.

As to the miscellaneous issues

15. That the proposals for modification of Section 13 be withdrawn, except that paragraph C shall be amended so that a pilot who is called thereunder and released from duty before starting another assignment shall receive not less than one hour of flying pay whether or not the flight operates.

16. That the present provisions of Section 17 be revised to provide:

a. That when there are scheduled and actual duty hours in any day in excess of eight, such excess hours shall provide the pilot with a minimum of flight hours based on the ratio of one hour of flight time to each two and one-half hours of on-duty time, prorated.

b. That a pilot who is scheduled and actually is away from base should be given a minimum number of flight hours, based on the ratio of one hour of flying for each four hours away from base, prorated.

c. That the above shall not be cumulative, but the one resulting in the greater number of flight hours shall govern.

d. That pay hours shall serve also for flight time limitations.

17. That in other respects the provisions of Section 17 shall remain unchanged.

18. That the pilots' requests for trip hours and tour duty hours flight time credits be withdrawn.

19. That the proposal of the Company to increase the probationary period be withdrawn.

20. That the proposal of the pilots to eliminate Section 23-E be withdrawn.

21. That Section 28-I-1 be revised to read as follows:

"All flying assignments will be made in accordance with Section 18 and the stated preference of the bidding pilots assigned to the base, except that the Company need not honor the preferences of a copilot in assigning him to flying during his probationary period. During his second year the Company may remove a copilot from his bid flying assignment temporarily and may assign a first year copilot, or a second year copilot who has not been awarded a bid to such flying vacancy."

22. That the parties conclude an agreement to be effective on the first day of the month following its execution, except that revised working conditions shall become effective within a reasonable time, and to expire April 1, 1960.

23. That retroactive pay be granted in an amount equal to 7% of each pilot's earnings between June 1, 1957, and the effective date of the agreement.

24. That the Company send a copy of this report to each pilot in its employ.

Respectfully submitted,
DAVID L. COLE, Chairman
SAUL WALLEN, Member
DUDLEY E. WHITING, Member

The Hazards of Amateur Rocketry

Concern Expressed Over Possible Danger to Air Traffic

By D. W. Spickelmire

ALPA Air Safety Chairman, Council No. 34, UAL-SFO

I have been asked to make a report of my findings on the hazard to air traffic created by amateur rockets and missiles.

My attention was drawn to this subject by a newspaper story of a group of school boys in Ogden, Utah, who successfully launched a missile that reached an altitude of 5,400 feet above the ground, or 10,000 feet MSL. This is getting into the altitudes we fly.

Since this time I have spent many hours investigating these activities. I am sure everyone is aware of the many articles that have been appearing in our nation's newspapers concerning amateur rocket groups. We find they run from border to border and have grown from a few scattered cases to where about one half of our high schools now have rocket projects. I would like to point out what I have found here on the San Francisco Peninsula.

On January 26, 1958, there appeared in The San Francisco Chronicle a story of rocket plans in three of the high schools around Redwood City. I contacted these teachers to seek more information and to express our concern about the hazard these rockets could create to air traffic in the area. These are only three schools out of many in the area who are working on these projects.

Do It Yourself

In the process I found that several scientific magazines have carried stories on the construction and the fuels for making a rocket. I read one story in the Scientific American, June 1957, entitled "The Amateur Scientist." This article gave complete details on the construction of two missiles, and their fuels. These were simple ones that a group of high school students could have no trouble in making. This article went on to say none of the rockets functioned perfectly in every respect—some were downright failures. This is the usual situation in amateur rocketry. This has been my findings in studying the reports we see in the newspapers and in talking to the teachers working on these projects.

The article went on to say: All firings were conducted in a rural mountain area. This I found to be the feeling among the teachers I talked to: If you are in an isolated area it is safe to fire. They were not aware of the hazard they may be creating to air traffic. Even if an observer was set up to scan the sky for aircraft, you could not be sure of a clear area at the moment of firing.

The newspaper accounts have shown the wide variance in the altitudes these missiles have reached, from a few hundred feet to 14,000 feet. I think this is about the variation we can expect as normal, and as has been stated before none of these rockets will function perfectly in every respect. I feel that each and every missile fired will be a hazard to air traffic unless they are in a restricted area.

I would like to list a few of the articles from newspapers I have. The first appeared in The Chicago Tribune in January 1958, concerning the group mentioned before from Ogden Utah.

Ten Inchers

The next appeared in a Washington, D.C., paper on

January 20, 1958. Teen-aged scientists from Frederick, Md., and Baltimore, have successfully launched homemade rockets. This story is of three rockets; one a 10 inch. These were uncontrolled firings from a farm.

On March 10, 1958, the San Francisco paper carried a story of a rocket fired by the San Leandro Rocket Society reaching an altitude of 1500 feet in the Oakland International Airport traffic pattern. This was the third one fired from this location.

Chicago Daily Tribune, March 20, 1958: Police, youths team up for rocket firings! Highland Park Police Department has teamed up with a group of teenagers to regulate rocket launchings. Twelve youths from 15 to 17 years of age had successfully launched 16 rockets from different parts of Highland Park without incident. Some were fired from homes, Sunset Park, and from the beach. One rose to 5,800 feet they said.

The American Rocket Society estimates there are more than 10,000 youths organized into several hundred amateur rocket clubs.

These are but a few of the many articles that have appeared across the nation. With the information available on the construction and fuels to the youths it is a big hazard to air traffic.

Guided Missiles?

We have heard talk of how easy it is to put a guidance system on one of these. At that time, if there is an aircraft within range it may latch onto, we are going to have an air tragedy.

We do not wish to stop all rocket activities but wish to see that their firings are done in the proper place. We cannot stand by and wait for one to bring down an airliner. The CAA now has a regulation calling for some control of these firings. We wish to call everyone's attention to this and the hazard to the air traffic.

Brotherhood of the Air . . .

(Continued From Page 23)

purchase tickets on the scheduled airplanes of the world.

Lesson For World

What is the lesson for mankind and for nations?

Nations today are on the verge of similar final collision, in nuclear war which can exterminate civilization from the face of the earth.

People of all nations are blind to the cultures, motivations, desires and political ambitions of people of all other nations. Each nation is committed to race forward toward future progress, in its own path, with its own objectives. No nation can slow down or stop its forward movement to avoid collision.

If collision should now occur, with the U.S., and the U.S.S.R., both poised for instant final massive nuclear retaliation, the end can come in the twinkling of an eye . . . the world can end before morning for most people. With modern scientific warfare turned loose, both sides will be dead. No one will walk away from the next war. There are only a limited number of minutes, days, or years left before a solution must be found.

It may now be time for the things men have found to disagree about, to hate about, to fight about, to kill each other about, to begin to melt away. On the brink of a final war of extermination for both sides, does it really make any difference any longer what the other people believe, or what they do within their own country, or what politics they pretend?

Doomsday now can come at the will of man . . . or even through communications error . . . rather than at the Will of God.

Can mankind now rise to the challenge to get under way with the next step in inevitable evolution from the League of Nations . . . through the United Nations . . . to a newer, stronger, world SAFETY organization with *limited* authority to prevent war.

Airmen of the world know that they can not achieve safety alone in a cloud, and that they can find their own safety only when they can assure everyone else his safety, too. They know that any policy less than The Golden Rule is unsafe, in the air, or on land.

They know the final logic of enforceable safety discipline.

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We Believe . . .

(Continued From Page 22)

"The United Nations is our best hope for the achievement of understanding and peace between nations. However, the United Nations cannot achieve its objectives without the cooperation of governments; and, obviously, governments cannot bring a genuine desire for peace and understanding to the United Nations without the popular support of the people they represent. This project should stimulate individuals, industry, labor and government personally to bring to bear the energy and genius which they have demonstrated during wartime and in national preparedness in the pursuit of peace.

"The air line pilot is a citizen of the world in many respects. His daily work takes him across the boundaries of many states and foreign countries, and he is often dependent upon the governments of distant municipalities, states or foreign countries to provide him with the essential facilities necessary to his personal safety and that of his passengers. He is, therefore, vitally concerned with national and international affairs. The French, Italian, British, Greek or Brazilian pilots are as concerned that New York City have proper navigation, communication and airport facilities for safe operation into the area as is their United States counterpart from Los Angeles who flies into New York. The greatest hope for pilots that peaceful access to the airspace of nations will continue and that adequate facilities be provided is the United Nations and the International Civil Aviation Organization."

Sterling's Remarks . . .

(Continued From Page 14)

tions comparable to IATA, which at many of these gatherings has from twenty-five to thirty observers, but groups of three or four well prepared IFALPA representatives will certainly be worth the expense and effort involved.

This report was started with the idea of covering the effect of IFALPA on aviation in South America, which is the writer's region, but it is almost impossible to write concerning its impact in that narrow a sense.

Aviation is not regional but world wide and the problems of our Federation and the results it achieves may be originally gained in one region but the end effect is usually global.

It is very revealing to talk to a pilot who flies to Moscow, U.S.S.R. (some IFALPA members are presently operating into Russia) and learn that many of his problems are the same as those of the men operating in South America.

These can be purely technical or they may be in the social and industrial field. We in ALPA have passed through a period of sometimes quite painful experiences regarding interchange and trackage agreements and have arrived at a fully developed and

firm policy regarding such operations.

Problems Beginning

Other pilot groups are apparently just beginning to face problems of this nature and our experience should prove invaluable to them. We in turn can profit greatly from what others have learned about matters which we are yet to encounter.

Occasionally political or other conditions create situations to which there is no immediate solution through normal channels, yet it is possible to take some corrective action through direct cooperation between member associations.

This was illustrated at Bogota when attention was called by a member group to conditions prevailing in the Mediterranean area and the conference adopted a resolution the reproduction of which may be of interest to indicate what can be done under such circumstances.

Circumstances are such in the Eastern Mediterranean area that there is actually a very serious risk of mid-air collisions if immediate action is not taken.

The implementation of FIRs at Nicosia, Damascus, Beyrouth, Cairo, and Lodd has been decided at the IV EUM RAN Meeting. Due to political difficulties, no ground-to-ground liaisons exist between Lodd ATC and the adjacent FIRs, except Nicosia. The most serious risk seems to be where the Beyrouth and Lodd FIRs join the Nicosia FIR, several air-routes crossing there and no effective control or coordination being exercised by one control center.

Resolution

"IT IS THEREFORE RECOMMENDED THAT:

"I. Member organizations operating in that area should be requested by the Executive Secretary to instruct their Pilots to broadcast their position reports on VHF, frequency 121.1 (this frequency being already used for the same purpose east of Ankara) at appropriate times and at least once every half-hour. All aircraft flying in the area should maintain listening watch on the above frequency, take the necessary action to avoid collisions and report it.

"II. The Regional Vice-President be asked to investigate the above mentioned conditions.

"III. Pilots fill in appropriate reports to their Companies and that Member Organizations make sure that these reports initiate proper action through Government Agencies to the States responsible for the above mentioned FIRs."

As the Technical Secretary (now the Executive Secretary) pointed out in his annual report, there are no unions with an international federation on the lines of IFALPA and we are treading new ground in the Trade Union Movement.

Having had a small chance to observe some of the workings of IFALPA, the writer is most firmly convinced of the ultimate and inestimable value this organization will prove to be to all

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member pilots and pilot associations.

It is the one concrete and effective means we have of properly and effectively presenting the pilots' viewpoint to the authorities arriving at decisions regarding world-wide aviation.

There is little doubt that more active interest and full support of this federation by all our member pilots will pay fruitful dividends and substantially advance our interests.

Sayen's Remarks...

(Continued From Page 12)

ment, by and large it seems to give us an improvement over our previous methods. It is perfectly obvious that we cannot process all technical problems that accumulate in a year, at an annual conference.

If we were to review the whole of the Jet Operational Requirements Panel Report we should be here for six months. More and more will have to be done between conferences and to do this work we must have the co-operation of the member associations.

They must set up within their own internal structures, methods, or processing these releases through intensive study, and make the results known to the Technical Secretary.

During this year we have completed the first detailed study in the social and industrial field. This is far from a completed project, but it is the first detailed study in this field. It should be of some help to member Associations in processing internal programs. It is, however, a broad attack on the social and industrial field.

In thinking through these problems, I come back to one which I have discussed at the opening of every Conference for the last four or five years. This is the point that IFALPA can only be as strong as its members Associations are strong. IFALPA can in no way be a substitute for your own Associations.

Problems which you cannot solve locally, which you cannot process locally, are not going to be magically processed through IFALPA—or ICAO. ICAO is an organization of signatory countries. The decisions are made by the countries themselves.

If you have not made your voice heard by your local representatives, you are probably not going to change their minds once they have reached the conference.

Biggest Job

So the biggest job that I see before IFALPA is somehow to build stronger and more effective organizations. We must have an expert staff which consulting with the pilot representatives maintain continuity, and you must have a structure in the organization which will enable it to work effectively. The stronger our member associations become, the stronger IFALPA will become.

Surveying the growth of IFALPA, I think it has a tremendous future. I think it is a most unique organization among international organizations generally and has the opportunity of doing a tremendous amount of good, not only in the aviation field but in international affairs at large. I think the future is bright but we have a great deal of work to do to meet the challenges before us.

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